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FINAL EVALUATION REPORT ON
TICA / JICA Triangular Cooperation
Program for Myanmar

Acknowledgements

Disclaimer

This report is produced by Mekong Institute which served as an external evaluation organization for the final evaluation of the TICA/JICA Triangular Cooperation Program for Myanmar. The findings and recommendations presented in the report are based on the analysis of available data and information collected during the evaluation by independent and impartial evaluators from Mekong Institute. The evaluators identify that they have no conflicts of interest with any aspect of the program, including TICA, JICA, or any of the partners in Myanmar.

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List of Abbreviations and Acronyms

ADB	Asian Development Bank
ADS	Agricultural Development Strategy
ANN	Artificial Neural Network Model
ASEAN	Association of South-East Asian Nations
CAP	Country Assistance Policy
CLM	Cambodia, Lao PDR, Myanmar
DAC	Development Assistance Committee
DACU	Development Assistant Coordination Unit
DDPM	Department of Disaster Prevention and Mitigation
DMH	Department of Meteorology and Hydrology
DMTC	Disaster Management Training Centre
DMO	Destination Management Organization
DOF	Department of Fisheries
FERD	Foreign Economic Relations Department, Ministry of Planning and Finance, Myanmar
FAO	Food and Agriculture Organization of the United Nations
FMD	Foot and Mouth Disease
GAP	Good Aquaculture Practices
HRD	Human Resource Development
JICA	Japan International Cooperation Agency
JTPP	Japan-Thailand Partnership Program in Technical Cooperation
LBVD	Livestock Breeding and Veterinary Department
MEL	Monitoring, Evaluation and Learning
MI	Mekong Institute
MOHT	Ministry of Hotels and Tourism
MOU	Memorandum of Understanding
M&E	Monitoring and Evaluation
MRTP	Myanmar Responsible Tourism Policy
OECD	Organization for Economic Co-operation and Development
OIE	The World Organization for Animal Health
NGO	Non-Government Organization

ODA	Official Development Assistance
ODI	Overseas Development Institute
PCP	Progressive Control Pathway
RID	Royal Irrigation Department
SCG	Sector Coordination Groups
SDI	Streamflow Drought Index
SOPs	Standard Operating Procedures
SWAT	Soil and Water Assessment Tool
TICA	Thailand International Cooperation Agency
TMD	Thai Meteorological Department
UNEG	United Nations Evaluation Group
WRF	Weather Research and Forecasting Model
WEF	World Economic Forum

Executive Summary

The TICA/JICA Triangular Cooperation Program for Myanmar was implemented from 2015-2020 with the goal of cooperating with Myanmar to overcome its development challenges and contributing to narrow the development gap between Myanmar and other Association of South-East Asian Nations (ASEAN) member states. The program focused on upgrading the capacities and knowledge of key stakeholders from Myanmar in the four selected sectors namely Tourism Promotion, Foot and Mouth Disease, Disaster Prevention and Management, and Aquaculture. The program consisted of customized training programs and study visits in Thailand organized by Thai implementing agencies to address the specific challenges faced by Myanmar in the targeted sectors. The program contributed to improving the capacities of 149 participants from the public and private sectors.

In order to learn from the implementation of the program activities and inform decisions for future cooperation with Myanmar, this end-of-the-program evaluation was commissioned by the Thailand International Cooperation Agency (TICA) and Japan International Cooperation Agency (JICA). The evaluation focused on reviewing the implementation of the program activities and triangular cooperation mechanism, assess achievements of program objectives, and produce practical recommendations to inform the design, implementation, and coordination of future cooperation programs.

The evaluation was conducted by the Mekong Institute (MI) as an external consulting organization. The evaluation was started in June 2020 but faced delays due to the Covid-19 pandemic. The evaluation approach and methods were also adapted due to the uncertainty caused by the pandemic. To evaluate the capacity-building interventions, a framework developed by La Fond, A. and Brown, L. was employed, and to assess the triangular cooperation mechanism, the Organization for Economic Co-operation and Development's (OECD) framework for measuring the value-added of triangular cooperation was used. The methods employed in the evaluation process included desk review of program documents and secondary literature, an online survey with program participants and coordinating agencies, group interviews and individual in-depth interviews with program participants, key stakeholders and Thai implementing agencies,

and analysis and rating of findings using DAC criteria of relevance, coherence, effectiveness, efficiency, sustainability, and impacts.

Major Findings

The major findings of the evaluation are presented as follows based on the DAC evaluation criteria from program findings and triangular cooperation mechanism.

Table 1. Summary of Major Evaluation Findings

	Criteria	Major Findings
1	**Relevance**	The evaluation determined that the program was well aligned with the vision and sectoral plans and strategies of Myanmar, addressed the capacity needs of the targeted stakeholders from Myanmar, and was highly consistent with the relevant policies and agreements of Japan and Thailand as donor countries. However, the program was not guided by a well-articulated theory of change and did not have a well-functioning monitoring and evaluation (M&E) system.
2	**Coherence**	The evaluation found that the program complemented the ongoing or completed interventions of Japan and Thailand and avoided the duplication of efforts, enabled by the established procedures and mechanisms in the institutional arrangements of TICA and JICA. It was observed that the existence of the Sector Coordination Groups (SCG) provided the required mechanism to strengthen the coherence of interventions at the sector level by different development donors. The program is considered to be compatible with other interventions in the targeted sectors in Myanmar.

	Criteria	Major Findings
3	**Effectiveness**	The program was highly effective in improving the capacities of stakeholders from the four targeted sectors in Myanmar as well as boosting their confidence and motivation.
		Most of the participants were able to utilize their learning from the program in their work and contributed to generate significant changes in their respective organizations or sectors. Their learning from the program also contributed to enhancing their performance and productivity, promoted better service delivery, and generated more customers and service recipients. The program also prompted more constructive engagement of the public officials with the communities.
		However, the evaluators are of the opinion that the program participants were not adequately facilitated to utilize their learning from the program. In this regard, the development of action plans and mini-projects by participants, post-training support in terms of financial and technical assistance, and follow-up mechanism would have further enhanced the effectiveness of program activities. Based on the analysis of all the findings, the program as a whole is deemed to be highly effective.
4	**Efficiency**	The evaluation found that the program implementation processes were considered to be highly satisfactory by the program participants. The partnering agencies were able to maintain strong coordination and communication throughout the program period and the costs of program activities were shared equally between TICA and JICA.
		However, the program did not have a detailed implementation plan for the whole program cycle that

	Criteria	Major Findings
		somehow affected the nomination and approval processes in Myanmar. The evaluators also feel that Myanmar agencies could have been involved more effectively in the program formulation and management, including follow-up support and monitoring.
5	**Impact**	In the opinion of the evaluators, the program activities being tailored to the specific needs of the stakeholders from Myanmar, have a high potential to bring significant positive changes in the targeted sectors in Myanmar and early signs were noticed during this evaluation.
		In addition to changes in the individual and organizational levels, instances of improved interactions with the targeted communities were reported during the evaluation which is likely to generate enhanced participation and encourage practices of desirable behavior in the communities. The evaluators also feel that with the improved capacities, the sector stakeholders would be able to respond to the external shocks in a better way.
		However, to generate a significant and sustained positive impact, it is essential that the early gains contributed by the program should be built on and strengthened.
6	**Sustainability**	The evaluation found out the sustainability issues and how to resolve them were not included in the program design and there were no initiatives by the involved agencies to ensure the sustainability of program achievements.
		At the capacity-level, the program is likely to be sustainable as most of the program participants are still involved in the same organizations or sectors and a few were motivated to go for higher studies abroad to further improve their

	Criteria	Major Findings
		knowledge and skills. Several program participants have also been involved in the bilateral initiatives of JICA in Myanmar. Moreover, with strong political will, it is likely that TICA and JICA may build on the achievements of this phase of the program.
		However, to ensure sustainability in the long-term, the ownership of the stakeholders in Myanmar and collaboration with other donors would need to be strengthened.
7	**Triangular Cooperation Mechanism**	Since the triangular cooperation mechanism was used as the main modality for this program, the evaluation tried to assess the value-added of the partnerships following the OECD triangular partnership framework. The evaluation revealed that although the value-added of triangular cooperation was not explicitly incorporated in the program design, some significant achievements of the cooperation mechanism were still observed. It was found that all the partners exerted ownership of the triangular cooperation program to a varying degree and shared responsibilities. All the partners contributed resources to the program and there was a complete trust for administering funds. The partners also made use of their complementary strengths and effective coordination to achieve development results. Moreover, the capacity building activities were context-specific as they were tailored to the specific sectoral needs of Myanmar and the resource organizations were open to adapting the program activities based on the changing situations and feedback from the program participants. It was also observed that aquaculture as a new sector was

	Criteria	Major Findings
		added to the cooperation, contributing to enhancing the volume and scope of the cooperation program.
		However, it was observed that there was no particular mechanism for facilitating learning from each other or sharing knowledge during the cooperation period. In addition, there were no specific activities to strengthen the cooperation mechanism among partner countries. It was also felt that Myanmar agencies could have been more effectively involved in the decision-making processes, to strengthen their ownership of the program and ensure its sustainability.
8	**Visibility of the Program and Public Support**	The evaluation found that the program did not follow a strategic communication plan to improve its visibility and generate public support for the program.

Recommendations

In the light of the evaluation findings, lessons learned and gaps identified, the evaluators have come up with the following recommendations.

Table 2. Summary of Key Recommendations

	Criteria	Key Recommendations
1	**Relevance**	To further enhance the relevance of program activities, the need assessment exercise should be conducted in a more structured way, and with the involvement of relevant sectoral experts in the process. Such need assessments should also identify the existing capacities on which to build the program interventions. The program should also be guided by a well-articulated theory of change and results framework and monitoring, evaluation and

	Criteria	Key Recommendations
		learning should be integrated into the program from the formulation phase.
2	**Coherence**	To ensure the coherence of future programs in the targeted sectors, the coordination with the Sector Coordination Groups should be further strengthened. And to further ensure development effectiveness, the smooth functioning of the SCGs should be ensured by the Development Assistant Coordination Unit (DACU).
3	**Effectiveness**	To ensure the effectiveness of the program in the future, a proper results framework should be developed for the program, specifying intended results at the different levels, including indicators to measure the progress. Secondly, the program participants should be facilitated to develop action plans and provided technical and financial assistance for their implementation after the program.
4	**Efficiency**	To improve the management and coordination of the program, it should be guided by a program working group or steering committee, consisting of representatives from all the coordinating agencies and with clear roles and responsibilities. In addition, the program should follow a detailed program implementation plan for the whole cooperation period, developed in consultation with all the partner agencies.
5	**Impact**	To ensure that the program contributes to generating significant higher-level effects in the targeted sectors in Myanmar, the program should focus on working on multiple levels of influence including the individual, organizational, systems, and community level. Moreover, the program stakeholders should

	Criteria	Key Recommendations
		be adequately facilitated to utilize their learning from the program.
6	**Sustainability**	To enhance the sustainability of the program results, ownership of the relevant stakeholders in Myanmar including the Foreign Economic Relations Department (FERD) and concerned departments should be strengthened by involving them more in the decisions related to program design, implementation, monitoring and reporting. Moreover, sustainability issues related to the institutional, financial, and social dimensions and how to resolve them should be included in the program design.
7	**Triangular Cooperation Mechanism**	The program should have well-formulated partnership objectives and activities to contribute to those objectives, in addition to the development objectives and activities. Moreover, partnership specific results, along with indicators should be included in the overall program results framework. To further enhance the sense of ownership and trust among the partner countries, a program steering committee should be established, with representation from all the partners and all the decisions should be made through mutual consultation. There should also be a mechanism to share knowledge, learn jointly, and exchange experiences among the partners.
8	**Visibility of the Program and Public Support**	To promote support for the program and enhance its visibility, the program should develop and follow a proper strategic communication plan. The program activities should be highlighted using different media channels and targeting different stakeholders.

CHAPTER 1: INTRODUCTION

1.1 Background of the Program and Projects

The TICA/JICA Triangular Cooperation Program for Myanmar (2015-2020) was implemented under the Japan-Thailand Partnership Program in Technical Cooperation (JTPP)-Phase 2, signed in December 2003. Japan and Thailand have a longstanding collaboration on technical cooperation in supporting human resources development of developing countries. The two countries have also been playing an important role in narrowing the development gap among ASEAN member states in coherence with ASEAN integration. Considering the emerging development challenges, Japan and Thailand agreed to cooperate with Myanmar in 2015 to address some of its pressing challenges through a triangular cooperation framework in the following four sectors:

- Tourism,
- Foot and Mouth Disease (FMD)
- Disaster prevention and Management, and
- Aquaculture (added in 2017)

In this regard, in June 2015, a General Agreement was signed by representative agencies of the three countries including the Foreign Economic Relations Department (FERD), Ministry of National Planning and Economic Development of Myanmar, TICA (Thailand International Cooperation Agency) and JICA (Japan International Cooperation Agency) to collaborate on "Japan-Thailand-Myanmar Triangular Development Cooperation". Following the General Agreement, TICA and JICA Thailand signed the record of discussions to implement a program titled "TICA/JICA Triangular Cooperation Program for Myanmar".

The **overall goal** of the program was to cooperate with Myanmar to overcome its development challenges in joint collaboration by TICA and JICA, thus contributing to narrow the development gap among ASEAN member countries. **The specific purpose** of the program was to upgrade the capacity and knowledge of participants in the project activities undertaken in the selected sectors. Projects in each sector were managed by Thai Implementing Agencies and counterpart organizations of Myanmar. **Annex 1**

presents the list of activities carried out in each sector, noted from the review of available project documents. The projects under the TICA/JICA Triangular Cooperation for Myanmar were implemented from 2015 to 2020.

1.2 Background of Targeted Sector in Myanmar

This section presents the background of the targeted sectors in Myanmar to highlight the context in which the project activities in each sector were undertaken under this program.

1.2.1 Tourism

Tourism sector in Myanmar has gone through major transformation since the arrival of democratization the country in 2011. Aided by the expansion of scheduled inbound flights, easing of tourist visa, and improving business and investment conditions, from the total arrival of 791,507 tourists in 2010, the number of tourists increased more than five times to 4,361,101 in 2019. This has resulted in increased business and employment opportunities and positive effect in overall economy. According to the statistics of Ministry of Hotels and Tourism (MOHT), the total expenditure by the tourists in 2019 was estimated to be $ 2,818.75 million, more than ten times of the expenditures in 2010. The number of total licensed tour companies also increased four times, from 658 to 3,188 in 2019. As of 2019, around 1,984 accommodation entities including hotels, guest houses, motels etc. with total of 79,855 bedrooms were registered with the MOHT. The tourism sector is estimated to employee 800,000 people directly and the total number may be between 1.2 million and 1.5 million if indirect employment from services related to tourism is considered.

Table 3. Myanmar Tourism Statistics

	2010	**2019**	**Percentage Change**
No. of Arrivals	791,507	4,364,101	551%
Total expenditure	254 Million	2,818.75 Million	1110%
Number of Hotels/Guest houses	691	1,984	287%
Tour Companies	658	3,188	484%

	2010	2019	Percentage Change
Number of tour guides	4,077	9,032	222%

Source: Ministry of Hotels and Tourism

The significant growth in Myanmar tourism sector has happened despite a number of challenges and constraints faced by the country. The travel and tourism sector in Myanmar still lag behind other ASEAN countries and continues to face serious challenges in its development. In addition to the other issues such as immigration procedures, transport facilities, the quality of hotel facilities and service is one of the causes of lower tourism arrivals in the country (Yangon Stock Exchange). Myanmar was ranked as 137 out of 141 economies in terms of tourist service infrastructure[1] according to the Travel and Tourism Competitiveness index of 2015 published by the World Economic Forum (WEF). According to tourism sector assessment of Cambodia, Laos, Myanmar (CLM) countries conducted by Asian Development Bank (ADB), these countries suffer from a weak business-enabling environment, human resources constraints, inadequate last-mile transport infrastructure, and insufficient protection of the environment and cultural heritage assets. In terms of human resources, the lack of well-trained workers was identified as being one of the main barriers to improving tourism service quality and competitiveness in Myanmar and other countries. According to firm-survey data from 2016, hotels and restaurants in Myanmar are most likely (22.4% of respondents) to identify an inadequately educated workforce as the biggest obstacle to their operations. Myanmar has also the lowest public expenditure on education among the ASEAN countries of 0.8% of GDP.

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[1] Refers to the availability of sufficient quality accommodation, resorts and entertainment facilities including access to services such as car rentals and ATMs

1.2.2 Foot and Mouth Disease

Livestock plays a key role in the Myanmar agricultural sector. Livestock breeding along with fisheries contribute around 8.2%[2] to Myanmar's GDP and is key to Myanmar's economic development. Based on the estimates of the 2014 census, more than 8 million smallholder farmers are involved in livestock production (LBVD). Myanmar exports live cattle, buffalo, sheep, goats and pigs, and formal sales of salted hides and skins to neighboring countries. In addition to its importance to economic growth, development of livestock is also important to meet the nutritional needs of the population and enhancing food security (FAO).

Livestock also causes occasional threat to humans and the environment and consequently affect the economy of the producing countries. Foot and Mouth Disease (FMD) is considered to be one of the most significant animal diseases that negatively affects the economy of countries and territories worldwide due to its transboundary nature (OIE). According to the world organization of animal's health, the disease is estimated to circulate in 77% of the global livestock population. In developing countries like Myanmar, the disease threatens food security and the livelihoods of smallholders, and prevents animal husbandry sectors from developing their economic potential (FAO 2020)[3]. The disease causes considerable loss of productivity and animal value and is a major barrier to the export of livestock products to FMD-free markets. Although no specific research was found on the financial impact of foot and mouth disease for Myanmar, a study by Young, et al. (2013) on smallholder cattle farmers in Southern Cambodia estimated that animals lost 54-92% of their value, on average, post disease due to weight loss, treatment costs lost draft capacity and/or death. In Myanmar, FMD has been known to occur since 1887 and the latest FMD cases were reported in 2018, in Rakhine state[4]. From the 2007-2017, around 123 outbreaks were reported in Myanmar. The table 4 below presents the history of FMD outbreaks in Myanmar.

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[2] Myanmar Agricultural Statistics 2017
[3] http://www.fao.org/3/ca9281en/CA9281EN.pdf
[4] https://www.thecattlesite.com/news/53003/oie-reports-fmd-outbreaks-in-myanmar/

Table 4. History of FMD Outbreaks in Myanmar

	FMD Outbreaks by Types		
	O	**A**	**Asia 1**
Period	1956–1958, 1971, 1977–1978, 1982, 1989, 1996, 1998–2011, 2015–2017	1971, 1978, 2010, 2015	1958, 1971, 1977–1978, 1982, 1989, 1991, 1997, 2000–2001, 2005, 2017
Source: https://www.wrlfmd.org/east-and-southeast-asia/myanmar			

A study on the history of FMD research and control programs in Southeast Asia by Stuart et al. (2019)[5] observed that some of the factors that have prevented the successful control of FMD within the region, including unregulated 'informal' transboundary movement of livestock and their products, difficulties implementing vaccination programs, emergence of new virus topotypes, low-level capacity, limited farmer knowledge on FMD disease recognition, failure of timely outbreak reporting and response, and limitations in national and international FMD control programs.

With the increase in livestock production and trade, and increase in livestock diseases due to high densities, there has also been increased demand for veterinary services, including vaccines, medicines, trained veterinarians, and laboratory diagnostic services (ADS 2018-2023). Moreover, there has been increased demand for people with skills, increased demand for sector policy development, supply chain governance and public-private sector engagement. The FMD project activities under the TICA/JICA Triangular cooperation program on Myanmar were planned in response to these critical needs of the livestock sector in Myanmar.

1.2.3 Disaster Prevention and Management

Myanmar is one of the most disaster-prone countries in the world. According to the 2019 Global Climate Risk Index, Myanmar ranked third out of 184 most affected countries by

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[5] https://www.ncbi.nlm.nih.gov/pmc/articles/PMC6499730/

climate change in the last 20 years. Its geographical location is exposed to several types of disasters and hazards like cyclones, floods, earthquakes, forest fire, drought, soil erosion, and industrial and technological hazards. Medium to large-scale natural disasters are likely to occur in Myanmar in every couple of years. In the recent years, the incidence of increased occurrence of natural disasters is observed impacting huge toll to the economy in Myanmar. In 2015, floods and landslide caused a total damage and loss estimated to 3.1% of GDP and in 2008, the loss from Cyclone Nargis was accounted for 21% of GDP of the previous fiscal year.

Myanmar has experienced several significant events in the recent years. In Chin State rainfall was recorded 30% higher than in any other month over the past 25 years during the last seven days of July 2015 and the monthly rainfall of July was equal to a 1-in-1000-year rainfall. On 14 May 2010, Myanmar observed the highest temperature in its history, which was 47.2°C (117°F).

In the technical report of 'Assessing Climate Change Risk in Myanmar', Horton, R., De Mel et al. (2017) analyzed and explained the projection of climate in Myanmar, which is to be shifted dramatically in the coming decades; some of the highlights of their predictions are following:

- Temperatures are expected to soar at every region in Myanmar by the middle of the 21st century by 1.3°C–2.7°C (2.3–4.9°F);

- The eastern and northern hilly regions are projected to see the most dramatic warming, with temperatures rising as much as 3°C (5.4°F) during the hot season;

- Projections on rising sea levels for the coastline, range from 20–41 cm (8-16 inches) by mid-century.

These changes will increase economic losses from natural hazards, particularly in the agricultural sector, which employs about 56 percent of the population. Considering this, the need for effective early warning system is highly emphasized. Department of Meteorology and Hydrology (DMH) generates weather forecast and early warnings for cyclone, storm surge and flood. However, in order to improve the quality and accuracy of the weather forecast and early warning, DMH still needs to upgrade the capacity of

equipment and tools for weather forecast and people involved in the sector (Country report 2018).

1.2.4 Aquaculture

Myanmar has the highest per capita level of water resources in South East Asia, with 2,832 kilometers of coastline and over 4,600 kilometers of rivers and tributaries and approximately 14,820,000 acres (6 million hectares) of flood plains. The fishery sector contributes roughly 2% of the gross domestic product (GDP), 50% of the total consumption of animal protein, and 6% of the employment in Myanmar. The sector is the second-most important sector in Myanmar, after agriculture. Aquaculture is reported to generate much higher earnings per hectare than crop farming and creates more on-farm jobs.

Myanmar fisheries are classified into two broad categories- freshwater fisheries and marine fisheries. The freshwater fisheries are consisted of aquaculture, leasable, and open fisheries, whereas the marine fisheries include inshore fisheries and off-shore fisheries. Aquaculture represents 18% of the total fisheries in Myanmar. 93.6% of the entire fish farms in Myanmar are located in Yangon, Bago and Ayeyarwady Regions, and Rakhine State.

In Myanmar, the total areas under aquaculture were increased from 30,282 acres in 1990-1991 to 491,345 acres in 2017-2018. Aquaculture production also increased steadily annually from 6,397 metric tons in 1990-1991 to 1,130,350 metric tons in 2017-2018. The following table represents the production of fisheries in Myanmar for the last ten years period (from 2008 to 2018).

Table 5. Fishery Production Thousand Metric Ton (2008-09 to 2017-18)

No.	Year	Total	Aquaculture	Leasable Fisheries	Open Fisheries	Marine Fisheries
1	2008-2009	3,542.19	775.25	209.72	689.71	1,867.51
2	2009-2010	3,921.97	858.76	237.46	764.97	2,060.78

3	2010-2011	4,163.46	830.48	250.04	913.12	2,169.82
4	2011-2012	4,478.35	899.05	282.64	963.82	2,332.84
5	2012-2013	4,716.22	929.38	290.00	1,012.97	2,483.87
6	2013-2014	5,047.40	964.12	304.44	1,076.59	2,702.25
7	2014-2015	5,316.95	999.63	315.36	1,147.76	2,854.20
8	2015-2016	5,591.83	1,014.42	338.69	1,241.98	2,996.74
9	2016-2017	5,675.47	1,048.69	339.23	1,251.13	3,036.42
10	2017-2018	5,877.46	1,130.35	341.02	1,253.95	3,152.14

Source: *Fishery Statistics 2018, Ministry of Agriculture, Livestock and Irrigation, Myanmar*

Shrimp represents a relatively small portion (around 6%) of the total production. Most of the shrimp production is focused in Rakhine State, where approximately 156,489 acres of ponds are under shrimp production. The stocking of freshwater prawns such as giant freshwater prawn as a complementary species and the monoculture of marine shrimps, such as black tiger shrimp has been increased in recent years, particularly in Ayeyarwady and Yangon Regions.

Despite this growth, the full potential of aquaculture to drive rural economic development and contribute to food security is still unrealized. According to a SWOT Analysis done by the National Aquaculture Development Plan (NADP), the following weaknesses were identified:

- Limited feed production capacity and inadequate supply of high-quality feed
- Poorly integrated value chain with limited market access and integration
- Poor farm management leads to low yields and increased risk of disease
- High mortality rates at hatcheries as a result of weak biosecurity and disease, poor water quality and access to the appropriate feed
- Limited technical capacity due to a lack of technical training and educational opportunities
- Insufficient resources allocated to the DOF
- Low female participation rates in the sector limit the inclusiveness of the benefits

1.3 Evaluation Objectives and Design

Following the general agreement among TICA, JICA and FERD in June 2015, eighteen activities were implemented under the four sectors, consisting of fifteen trainings, two study visits and a visit to enhance cooperation mechanism from June 2015 to February 2020. At the end of the program, TICA and JICA jointly agreed to undertake an evaluation with the aim of measuring intended results and the performance of the program and as well as the triangular cooperation mechanism.

1.3.1 Objectives

The final evaluation of the TICA/JICA Triangular Cooperation Program for Myanmar focused on the following key objectives:

- To evaluate the extent of intended changes and results (i.e. outputs, outcomes and impacts) in the four sectors that have occurred due to the project activities implemented under the program in Myanmar;

- To assess how well the project interventions were implemented and adapted as needed;

- To identify the enablers and barriers that affected the achievement and/or non-achievement of the program and projects' objectives;

- To identify lessons learnt from the implementation of the program;

- To assess the mechanism and value added of Triangular partnership among the three countries;

- To assess the benefits of the program to the donor countries-Thailand and Japan;

- To provide recommendations and justifications for future course of actions.

1.3.2 Scope

This evaluation covers all the activities implemented in the four targeted sectors namely, Tourism Promotion, Foot and Mouth Disease, Disaster Prevention and Management and Aquaculture in Myanmar under the triangular cooperation among Japan, Thailand and Myanmar from 2015 to 2020. Activities carried out in each sector are presented in the **Annex 1**. Moreover, the evaluation also assesses the triangular cooperation mechanism

followed by the three countries to achieve the development and as well as cooperation results.

1.4 Limitations of the Evaluation

Several factors affected the evaluation process including the Covid-19 pandemic. Some of the factors are listed as below along with the mitigation strategies adopted by the evaluation team.

- **Covid-19 situation:** Just as Covid-19 has disrupted lives around the world, it also had significant effects on the progress of this evaluation work. According to the original evaluation methodology, the evaluation team planned to conduct field visits to Myanmar for in-depth interviews, focused group discussions and site observations in the month of June. However, due to travelling restrictions created by Covid-19, the evaluation team could not follow the agreed methodology and as well as the timeline and missed out on the valuable findings that could have been generated from field visit and site observations. Based on discussions with TICA and JICA and following best practices in evaluations in the time of pandemics, the evaluation team changed the methodology by including a comprehensive online survey with project stakeholders, remote in-depth interviews and utilized data and information from secondary sources and project documents. Moreover, the evaluation team tried to triangulate the information from different resources and stakeholders to include verifiable information in the report. In addition, with regular communication with stakeholders, the evaluation team was able to develop more realistic expectations from the evaluation.

- **Absence of integrated Theory of Change and Results Framework:** The program did not have an integrated theory of change (TOC) or results framework for the whole program or individual projects. This meant there was lack of clarity or consensus on the sectoral outcomes of each project or medium and long-term outcomes of the program. To work out this, the evaluation team reviewed all the existing documents including training curricula and mapped out all the project activities to the expected results in each sector. And tools were developed to find out if the expected changes

have happened and if yes, to what extent the program activities contributed to them. In addition, an online survey was conducted among the participants to generate information on the unintended results of the program activities.

- **Absence of Projects data:** Some information on the capacity development activities could not be found e.g. training reports, post-training evaluations and pre-post training assessments, program costs etc. In order to address this, evaluation team carried out a series of meetings with the key representatives of TICA and JICA and as well as the resource persons of the activities to better understand the project activities and the context. In addition, the online survey was used to generate more comprehensive information, that were later on triangulated through the in-depth interviews.

- **Difficulty in coverage of diverse beneficiaries:** Considering that evaluation team focused on the online surveys and online interviews for collecting data due to Covid-19 pandemic, participants with no access to internet might have missed out from the evaluation activities. To cover maximum number of respondents, all the participants with email accounts were invited to participate in the online survey and multiple follow-ups were conducted. This generated around 35 respondents to the survey, with representation from all the sectors. Moreover, comprehensive interviews were conducted with the higher-level officials of the concerned government departments to track the changes brought about by the program participants in their respective departments as a result of their participation in the TICA/JICA triangular cooperation program.

1.5 Ethical Considerations

This evaluation was guided by the agreed evaluation standards of utility, feasibility, propriety, and accuracy. The evaluation team also made significant efforts to follow the ethical guidelines[6] including independence, impartiality, credibility, identification of conflicts of interests, integrity and accountability. The program evaluation was started following approval of the concerned government departments and ministries. All evaluation participants, including beneficiaries and resource persons were informed of

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[6] UNEG ethical guidelines

the purpose of the evaluation, how data would be used, the confidentiality of their individual information, and their right to not participate or respond to all or any specific question. Informed consent was asked for verbally before conducting interviews, through email for online surveys and before recording the interviews and taking pictures. Moreover, the processes and questions were identified to not pose any potential harm to any of the stakeholders.

CHAPTER 2: METHODOLOGICAL APPROACH

This chapter highlights the methodological approach used for this evaluation including conceptual frameworks for assessing the program and cooperation results, evaluation criteria, evaluation methodology and evaluation analysis method.

2.1 Conceptual Frameworks for the Evaluation

The following conceptual frameworks were used for the evaluation of program performance and the triangular cooperation mechanism.

2.1.1 Framework for the Evaluation of Program Performance

The activities implemented under the program were capacity building in nature, consisting of trainings and study visits. To evaluate the capacity building interventions, a framework developed by La Fond, A. and Brown, L. (2003)[7] was employed by the evaluation team.

Figure 1. Conceptual Framework for Evaluation of Program Interventions
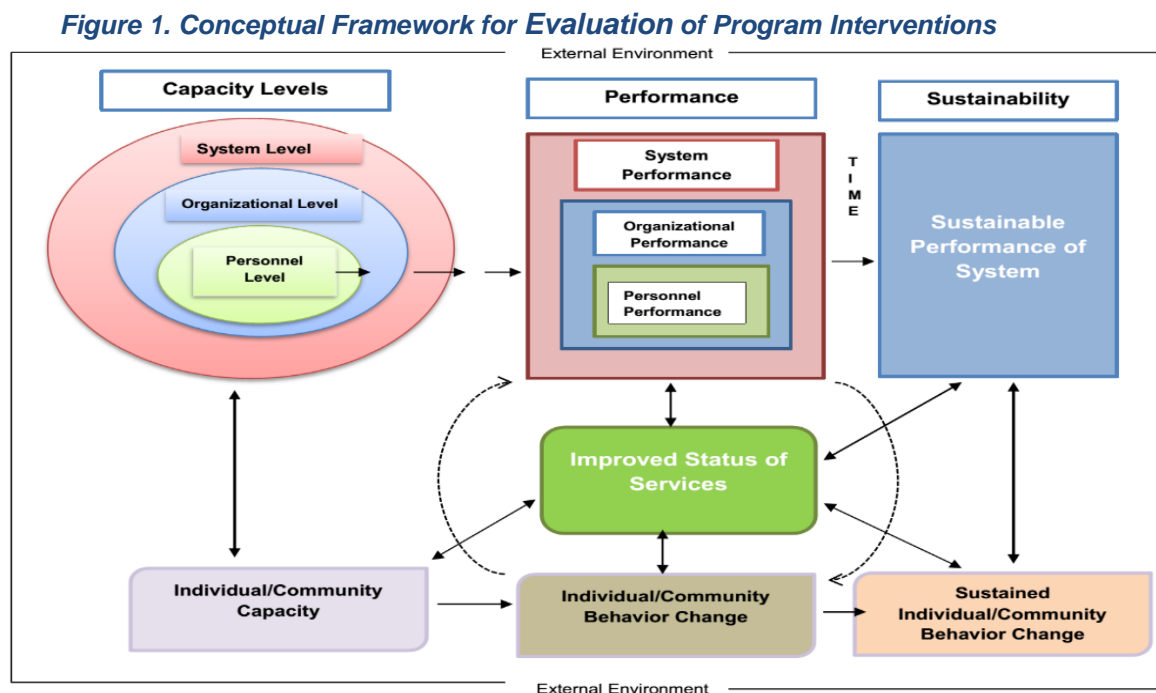
According to this framework, capacity-building evaluation needs to focus on changes in the performance at four different levels i.e. Personnel level, Organization level, System

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[7] A Guide to Monitoring and Evaluation of Capacity-Building Interventions in the Health Sector in Developing Countries, MEASURE Evaluation, March 2003.

level, and Community level. The knowledge and skills gained by project personnel from any capacity-building activities should influence the performance of that personnel as well as the performance of the organization and system and should ultimately benefit the targeted communities. The framework is presented in figure 1. This framework served to particularly assess the effectiveness of capacity building interventions implemented under the triangular cooperation program.

2.1.2 Framework for Assessing Triangular Cooperation Mechanism

To assess the performance of Triangular Partnership among the three countries, the results framework recommended by OECD[8] for taking into account for value addition of partnership results was employed (Figure 2). Following this framework, performance of the triangular partnership was assessed according to the six identified dimensions, which include: 1) ownership and trust, 2) promoting complementarity, 3) sharing knowledge and learning jointly, 4) co-creating solutions and flexibility, 5) enhancing volume, scope and sustainability, 6) achieving regional and global development goals through strengthened partnership

Figure 2. Results Framework for measuring Partnership Outcomes in Triangular Cooperation
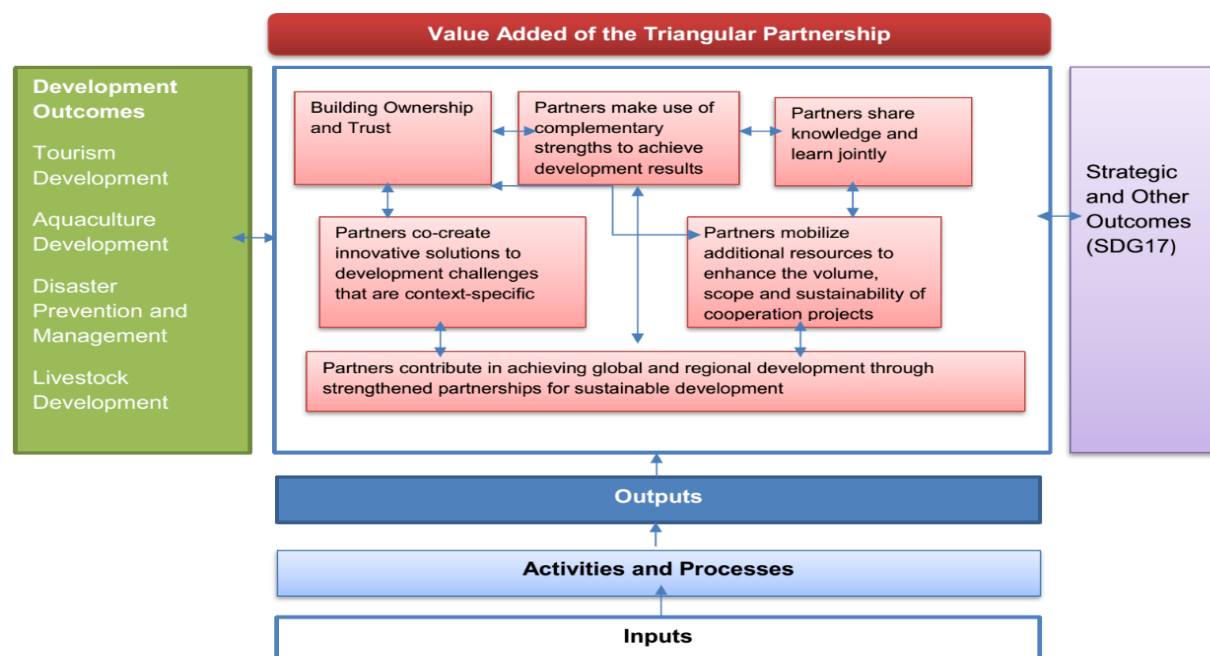
[8] Toolkit for identifying, monitoring and evaluating the value added of triangular co-operation (OECD)

2.2 Evaluation Criteria

This evaluation was guided by the updated evaluation criteria developed by the Development Assistance Committee of the Economic Cooperation and Development (OECD/DAC)[9]. With the revision, a new criterion of '*coherence*' has been added and the definition and the principles for using the existing one have also been adapted, as presented in Figure 3. The evaluation questions were specified for each evaluation criteria and presented in Annex 3. These questions served to guide the development of tools, review of documents and as well as analysis of the data and information

Figure 3. DAC Criteria for Program Evaluation

Relevance	The extent to which the intervention objectives and design respond to the beneficiaries', global, country and partner needs, policies, and priorities and continue to do so if circumstances change.
Coherence	Coherence is the measure of the compatibility of the intervention with other interventions in a country, sector or institution.
Effectiveness	A measure of the extent to which the intervention achieved, or is expected to achieve, its objectives, and its results, including any differential results across groups.
Efficiency	The measure of the extent to which the intervention delivers, or is likely to deliver, results in an economic and timely way.
Impact	The extent to which the intervention has generated or is expected to generate significant positive or negative, intended or unintended, higher-level effects.
Sustainability	The extent to which the net benefits of the intervention continue, or are likely to continue.

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[9] DAC Criteria for Evaluating Development Assistance
http://www.oecd.org/dac/evaluation/daccriteriaforevaluatingdevelopmentassistance.htm/

2.3 Evaluation Methodology

The evaluation methodology and its instruments were designed to address the evaluation criteria and respond to the evaluation questions, keeping in mind the time and other constraints of this evaluation. The evaluation team followed a structured approach to cover all the evaluation criteria for both development results and cooperation mechanism, combined qualitative and quantitative methods, used different data sources to obtain a diversity of perspectives, and used a participatory approach involving different stakeholders. The evaluation methodology was also adapted based on the emerging situation due to Covid-19, with due consideration to the expectations from TICA and JICA.

2.3.1 Results Mapping

Since the program or individual projects did not have a theory of change and results framework, the evaluation team tried to articulate expected results based on the stated objectives of different capacity building activities in each sector and analysis of the contents covered in the training. This approach was helpful in identifying outcomes in the short-term and medium-term level to assess the effectiveness of the capacity building activities. Following the conceptual framework developed by La Fond, A. and Brown, L. as mentioned above, the expected results were categorized into four different levels i.e. Personnel level, Organization level, System level, and Community level. This approach was used mostly for harvesting results and changes at the performance level as well as establishing the contribution of the project activities to the observed changes.

The table below presents the expected results in each sector that could be linked to the program.

Table 6. List of Expected Outcomes at Different Levels

Sector	Expected Results	Performance Level
	Technical cooperation between Thailand and Myanmar established	System

Sector	Expected Results	Performance Level
Aquaculture (Giant Butter Catfish)	Network of fisheries researchers in the field of aquaculture between Thailand and Myanmar	System
	Giant Butter catfish culture developed in Myanmar	System
	Initiatives taken to conserve the Giant Butter Catfish in its habitat	System
	Breeding of Giant Butter catfish initiated for aquaculture purpose.	System
	Research conducted on habitats, biology, reproduction and stock assessment of Giant Butter Catfish	System
	Sustainable management practices followed including fishing technology and conservation technology of Giant Butter Catfish	System
	Research and commercial practices for induced breeding and rearing technology of Giant Butter Catfish and dissemination technology and training for local fish farmers	System
Aquaculture (Shrimp)	Sustainable development of marine shrimp culture promoted in Myanmar	System
	Promotion/adoption of social responsibility, shrimp farming standards and the concept of good aquaculture practices (GAP)	System

Sector	Expected Results	Performance Level
	Improved production of shrimp seeds from DoF hatcheries	System
	Good quality shrimp seeds available to farmers	System
	Shrimp culture system developed for small scale shrimp farmers, food security and food safety.	System
	Standard for "Good Aquaculture Practices for Marine Shrimp Farms" developed based on information from the successful demonstration of Thai national voluntary standards	System
	Research and studies conducted reports produced (use of the reports)	System
Disaster Prevention and Management (Hydrology)	GIS being applied for Hydro-meteorology	Organizational
	Flood hazard and warning system has been established	System
	Flood risk assessment being conducted by using GIS and RS Technology	Organizational
	Flash flood forecasting and Flash flood guidance system established/improved	System
	River flood forecasting model established and followed	System

Sector	Expected Results	Performance Level
	Meteorological modeling being followed appropriately- Weather Research and Forecasting (WRF) Model, Artificial Neural Network (ANN) Model, Tank Model, Soil and Water Assessment Tool (SWAT) Model	System
	Frequency Analysis being followed	System
	Modeling approach followed in water resources management	System
	Mechanism developed and followed for multi-hazard risk information sharing and application	System
Disaster Prevention and Management (Water Management)	Participatory irrigation system promoted/improved in Myanmar	System
	Dam management strategies followed to tackle climate changes	System
	Integrated water resource management promoted/implemented	System
	Environmental assessment for water resource development project being conducted	System
	Rapid appraisal processes being implemented for water management projects	System
	GIS used for identifying potential irrigation areas	System

Sector	Expected Results	Performance Level
Foot and Mouth Disease	Technical collaboration between Thailand and Myanmar enhanced	System
	Network established between Myanmar's LBVD and Thai DLD for cooperation on livestock and FMD control	System
	Livestock and FMD control established in Myanmar	System
	Policy/regulation developed/improved for livestock and FMD control	System
Tourism (Front Office Management)	Inspection practices improved in the hotel	Organizational
	SoPs for Guest Service Cycle developed and implemented	Organizational
	Roles and responsibilities of Front Office specified	Organizational
	Central reservation system being followed	Organizational
	Cancellation policy developed and being followed	Organizational
	Trip advising service being provided	Organizational
	Guest service management is in place	Organizational
	Baggage storage handling system in place	Organizational
	Duties of a concierge clarified	Organizational
	Customer complaint handling mechanism established	Organizational
	Night audit system established	Organizational

Sector	Expected Results	Performance Level
	Guest satisfaction surveys being conducted	Organizational
	Guest data and segmentation system established	Organizational
	Mechanism for rate structure (seasonal, occupancy) developed	Organizational
	Sales forecasting are being conducted	Organizational
	Technology being used in the hotel (property, point of sale, keycard, accounting)	Organizational
Tourism (Restaurant Services)	Practice for Mis-en place established	Organizational
	Standard processes for menu setting established	Organizational
	Sequence of restaurant services established	Organizational
	Standard practice for wine and beverage services established	Organizational
	Standard practice for room services established	Organizational
	Practice for catering & banqueting functions established	Organizational
	SOPs developed for basic hygiene and safe handling of perishable foods	Organizational
	Restaurant design/setting improved	Organizational
	Menu planning introduced in the restaurant	Organizational

Sector	Expected Results	Performance Level
	A system for budget and cost control developed and implemented	Organizational
	Quality supervision has been established	Organizational
Tourism (SLV Sustainable Development)	Standards for tourism products and services developed by the Government	System
	Tourism development plan developed	System
	Role of private sector in tourism promoted	System
	Plan/strategy for management of cultural heritage developed/improved	System
	Special tourism zones established	System

2.3.2 Data Collection Methods

The following data collection methods were used to collect quantitative and qualitative data from both secondary and primary sources.

a) **Documents Review:** An extensive review of relevant sources of information such as the General Agreement, project document, training reports, training evaluations, correspondences between the three parties, review of national strategic, legal documents, and relevant research reports were undertaken at the beginning and throughout the process. The list of documents reviewed is recorded in Annex 4.

b) **Online Surveys:** Two online surveys were conducted for this evaluation. One online survey was conducted among the participants of the program to understand the relevance and effectiveness of the capacity-building activities as well as to generate information on the application of their learning. As post-event or follow-up evaluation of most of the training were not available, the online survey also served to generate basic information on the level of satisfaction of the participants on different aspects of the activities, their perception of relevance and effectiveness, and as well as perceived

changes at different levels. This online survey was responded to by 35 participants. The second survey was conducted among the representatives of the coordinating agencies to generate information on some of the selected indicators related to the triangular cooperation mechanism. The survey tools are attached in annex 8 of the report.

c) Online In-Depth Interview (IDI): Due to the Covid-19, the face-to-face in-depth interviews could not be conducted with the project participants and other stakeholders in Myanmar and Thailand. Instead, online interviews were conducted with selected stakeholders including training participants from each sector, senior government officials from the targeted departments, training resource persons from the Thai implementing agencies and representatives of FERD, TICA, and JICA to get in-depth information about the design, implementation, and achievements of the program as well as triangular cooperation partnership. The online interviews were organized either as group interviews where a number of participants were interviewed in groups or individual interviews to get more comprehensive information at the individual level. Annex 8 shows the IDI questionnaires for different stakeholders.

2.3.3 Sampling Method

Since the evaluation was conducted remotely, the evaluation team followed a combination of purposive and convenience sampling methods for selecting respondents from different group of stakeholders. The following table shows the number of respondents reached through the two major type of data collection methods i.e. online surveys and online in-depth interviews. Where all the training participants with email accounts were invited to participate in the online survey, in-depth interviews were conducted with only selected participants from each sector. Participants for the online in-depth interviews were selected in discussion with the coordinating agencies from Myanmar and as well as with TICA and JICA. In some cases, such as in DPM, more than the required number of respondents showed up for the group interviews.

Table 7. Sampling Method

Stakeholders	Sampling Size	
	Online Survey	Online In-depth Interviews
Program Participant	35	Tourism: 6 Aquaculture:6 Disaster Prevention and Management: 7 Foot and Mouth Disease: 5
Representatives of Coordinating departments from Myanmar for each sector	NA	14
Thai implementing agencies	NA	7 (3 for Tourism, 2 for Aquaculture, 1 each from FMD and DPM)
Stakeholders involved in Triangular Cooperation Mechanism (TICA, JICA Thailand, JICA Myanmar, RTE Myanmar, FERD)	3 respondents (1 from each agency)	9 respondents (JICA Thailand-1, TICA-3, JICA-Myanmar-3, FERD-1)

As presented in Annex 2, the evaluation team conducted online interviews, including group and individual interviews, with a total of 48 stakeholders. **Annex 2** presents the list of people who participated in the online in-depth interviews with disaggregation by sector, organization, position, and country.

2.4 Evaluation Analysis Method

Analysis of evaluation data and information, collected from different sources was guided by two *evaluation matrices*, developed by the evaluation team based on the DAC evaluation criteria (Annex 6) and the OECD results framework for partnership results (Annex 7). The evaluation matrices also identify the multiple sources of information that were used for the analysis of the findings related to each evaluation question. Findings for each evaluation question are rated on a scale of 1 to 5, with 1 showing a low rating and 5 showing a high rating. Ratings are based on the analysis of the available information collected from different sources and as well as the quality of information collected. For each rating, the evaluators have also summarized the main findings to justify the rating. It is pertinent to mention here that these ratings are based on the evaluator's judgement and serve to illustrate the program performance in a quantitative way based on the criteria developed for this purpose.

CHAPTER 3: PROGRAM EVALUATION FINDINGS

This chapter presents evaluation findings, centered on six DAC evaluation criteria used in the evaluation: relevance, coherence, effectiveness, efficiency, impact, and sustainability. Both qualitative and quantitative information, collected from different sources are presented here.

3.1 Relevance

The focus of this section is on questions relating to the extent to which the objectives and design of the capacity building activities responded to the needs of the targeted beneficiaries, and whether they were aligned with the national development policies and priorities of Myanmar, and development policies of Japan and Thailand. The section also highlights to what extent the activities and outputs were consistent with the overall goal and objectives of the program.

3.1.1 Alignment with the National Policies and Priorities of Myanmar

To assess the alignment of the program to the national policies, plans, and strategies, a comprehensive review of the policies and plans of Myanmar at the national-level and as well as for the four targeted sectors was conducted. As presented in table 9, the objectives and activities of the triangular cooperation program were well aligned with the major planning instruments at the national level and the four targeted sectors. At the national level, the program is well aligned with the economic policy and the Myanmar Sustainable Development Plan (2018 – 2030). The program was also well-aligned with regional strategies and plans at the GMS and ASEAN level. The evaluation found that the program was relevant and to the development plans and policies not only in terms of the capacity building approach but also with regard to the sectoral outcomes for each program sector. The relevance of the specific components of the program to the national and sectoral plans and strategies is elaborated in table 8.

> *The overall evaluation for the alignment of the program to the national policies and sectoral strategies of Myanmar is rated as 5 out of 5 as the program was found to be fully aligned with the national policies and the plans and strategies of the four targeted sectors.*

Table 8. Analysis of Relevance of Program to National Policies and Plans of Myanmar

Sector/Level	Name of Policy/Strategy/Plan	Relevant section of the Policy, Strategies and Plans	Relevance of the TICA/JICA Triangular Cooperation Activities
Country-Level	Economic Policy of the Union of Myanmar	Point # 3 of the policy states that "Fostering the human capital that will be needed for the emergence of a modern developed economy, and improving and expanding vocational education and training."	The TICA/JICA Triangular Cooperation program is directly aligned with the national-level economic policy and sustainable development plan, both of which underscore the importance of improved human capacities for the sustainable development of Myanmar.
	Myanmar Sustainable Development Plan (2018 – 2030)	Goal 4 of the development plan underlines the importance of Improved equitable access to high quality lifelong educational opportunities	
Tourism	Myanmar Tourism Master Plan (2013-2020)	Strategic Program 2: Build Human Resource Capacity and Promote Service Quality • Design and deliver a comprehensive human resource development and capacity building strategy; • Create conditions, programs, and actions to expedite the implementation of the human resource development strategy; and	Activities under the tourism sector focused on improving quality of services in hotels and restaurants and developing standards for products and services. Hotels and restaurants from some of the touristic areas of Myanmar were involved in the training.

Sector/Level	Name of Policy/Strategy/Plan	Relevant section of the Policy, Strategies and Plans	Relevance of the TICA/JICA Triangular Cooperation Activities
		• Develop multi-stakeholder partnerships and policies to improve tourism products and service quality.	The structured learning visit, consisting of important stakeholders from both public and private sector from Tourism in Myanmar, focused on developing standards for tourism products and services, establishing special tourism zones and developing plan for the management for cultural heritage sites.
	Greater Mekong Subregion Tourism Sector Strategy 2016–2025	Strategic Direction 1: Improved Human resource development Program 1.2: Capacity building for public officials Program 1.3: Strengthen tourism enterprise support services	
	Myanmar Responsible Tourism Policy (MRTP)	In addition to other objectives, the MRTP focuses on the following: • A well trained and rewarded Workforce: Establish an adequate and appropriate capacity building program through continuing professional development, training and education. • Maintain cultural diversity and Authenticity: Preserve national Identity and encourage the development of cultural heritage and living cultures.	

Sector/Level	Name of Policy/Strategy/Plan	Relevant section of the Policy, Strategies and Plans	Relevance of the TICA/JICA Triangular Cooperation Activities
	ASEAN Tourism Strategic Master Plan 2016-2025	Strategic action to raise capacity and capability of tourism human capital with activities focusing on implement the ASEAN tourism human resources development plan in coordination with the ASEAN tourism resources management and development network (ATRM)	
Foot and Mouth Disease (FMD)	Agricultural Development Strategy and Investment Plan (2018-2023)	The ADS will: (i) strengthen the animal and aquaculture health information system, including developing and implementing a National Animal Health and Disease Surveillance Plan; (ii) reliable access to both locally prepared and imported vaccines; (iii) expand a Community Animal Health Worker program; and (iv) develop contingency planning and action for existing and emerging animal disease threats (164).	The training under the FMD sector focused on developing FMD control in Myanmar and enhancing technical cooperation between Thailand and Myanmar. The training program also highlighted the importance of establishing vaccination strategy, monitoring and laboratories and surveillance mechanism. The training program also focused on developing and improving policies and regulations for livestock and FMD control
	Animal Health and Development Law 1993	Chapter 7 of the law on 'Prevention and Control of Contagious Disease', specifies that necessary preventive measure to the effect that no contagious occur in animals; (b) shall make arrangement to eradicate the disease in the contagious disease	

Sector/Level	Name of Policy/Strategy/Plan	Relevant section of the Policy, Strategies and Plans	Relevance of the TICA/JICA Triangular Cooperation Activities
		affected areas and to prevent spreading of disease to other regions;	
	National Plan 2017-2018	Action Plan: Upgrading the veterinary assay laboratory, establishment of FMD vaccine production laboratory, upgrading of disease diagnostic laboratory and quarantine laboratory for transboundary animal diseases.	
Disaster Prevention and Management	Agriculture Development Strategy and Investment Plan 2018-19 – 2022-23	Establish an early warning system and adopt early warning information for managing climate change risks in agriculture and food and nutrition security. 2.9.3. Establish climate information and weather indexation systems designed to provide information to farmers. This will include building capacity of the Meteorology Department to provide weather risk indexation at local levels, and building capacity for crop yield forecasting based on weather indexation.	Activities implemented under the program focused on enhancing capacities for establishing early-warning system in Myanmar, conducting risk assessments with the use of technologies, using various meteorological modelling for forecasting, developing mechanisms for risk information sharing. These topics are closely

Sector/Level	Name of Policy/Strategy/Plan	Relevant section of the Policy, Strategies and Plans	Relevance of the TICA/JICA Triangular Cooperation Activities
	Myanmar Sustainable Development Plan (2018 – 2030)	5.2.1. Integrate disaster risk reduction and climate change mitigation measures in policies, planning and budgeting procedures for all sectors 5.2.2. Adopt climate-resilient and environmentally sound adaptation technologies and climate-smart management practices in all sectors. 5.3.1. Introduce catchment-based integrated water resources planning and management to ensure that water resources are used equitably and sustainably and are responsive to gender-specific needs.	aligned with the relevant sections of the plans and strategies. Activities in this sector also focused on developing capacities for integrated water resource management and promoting participatory irrigation system. The program activities also emphasized on the importance of conducting environmental assessment for water resource development projects.
	Action Plan on Disaster Risk Reduction (MAPDRR) 2016-2020	4.3. Capacity development on disaster resilience in a systematic, effective and sustainable manner and strengthening Disaster Management Training Centre (DMTC) 4.5. Improving end-to-end multi-hazard early warning systems, through strengthening of communication networks and early warning dissemination procedures and protocols.	

Sector/Level	Name of Policy/Strategy/Plan	Relevant section of the Policy, Strategies and Plans	Relevance of the TICA/JICA Triangular Cooperation Activities
	Myanmar Climate Change Policy	Ensure that Integrated Water Resources Management and other appropriate means are taken into account to ensure the sustainability of water resources, including through the adoption of adaptation strategies to increase water storage and watershed restoration and preservation	
	Myanmar Climate Change Strategy (2018-2030)	Enhance institutional capacity and develop knowledgeable human resources to mainstream climate change through specialized, institution specific short courses and a manual for mainstreaming climate change	
Aquaculture	Agriculture Development Strategy and Investment Plan 2018-19 – 2022-23	**168.** In the aquaculture sub-sector, the ADS will (i) support the restructuring and expansion of aquaculture seedling infrastructure for the production and distribution of fish and shrimp seed, including its privatization where appropriate; (ii) establish a network of Aquaculture Technology Centers, with supporting laboratory facilities and	Activities related to aquaculture under the Triangular Cooperation Program focused on improving knowledge and techniques for the development of giant Butter Catfish and Marine shrimp culture in Myanmar. The program contributed

Sector/Level	Name of Policy/Strategy/Plan	Relevant section of the Policy, Strategies and Plans	Relevance of the TICA/JICA Triangular Cooperation Activities
		the development of a legal and regulatory framework for fisheries and other aquatic livelihoods; and (iii) promote initiatives for aquaculture optimization, land development, and cage and pen technology. 169. The ADS will support the formulation of standards and extension activities to promote the adoption of good practices. 170. ADS will promote research on stress tolerant breeds of crops, livestock and fish that can be resilient to climate change and stresses such as salinity intrusion, drought, and flood.	to promoting Good Aquaculture Practices (GAP) and achieve sustainable development of fish and shrimp culture, promote sustainable management practices including fishing and conservation technology. The program also focused on developing technical cooperation, developing network of researchers and promote research activities.
	National Aquaculture Development Plan (2019 – 2023)	**Outcome 5:** The long-term aquaculture production and productivity is increased through modernization of infrastructure, adequate financial support, and improved production and processing techniques **Outcome 6:** The safety and quality of aquaculture products is improved through higher quality management capacities as well as the	

Sector/Level	Name of Policy/Strategy/Plan	Relevant section of the Policy, Strategies and Plans	Relevance of the TICA/JICA Triangular Cooperation Activities
		implementation of a quality management system across the value chain

Outcome 10: The organization of the aquaculture sector is strengthened through increased dialogue and partnerships among the stakeholders as well as the implementation of effective policies and laws for the management of sustainable growth | |

3.1.2 Relevance with the Needs of Beneficiaries

A review of the triangular cooperation program in light of the national plans and strategies of the different sectors established that the program was well aligned to the government priorities and thus responded to the critical needs of the targeted sectors. Feedback surveys with participants who attended training and other activities showed that the program activities also responded to their capacity needs as well. To assess the relevance of the program activities, an online survey was conducted among the program participants and the participants were asked to rate the relevance of the activities to their work. The survey was responded to by 35 participants, with representation from each sector. An overwhelming majority of the participants, around 88% rated the program activities were extremely relevant or highly relevant to their work (*Figure 4*). Only 12% of the respondents found the activities to be moderately relevant to their work.

Figure 4. Participants' Rating of Relevance of Program
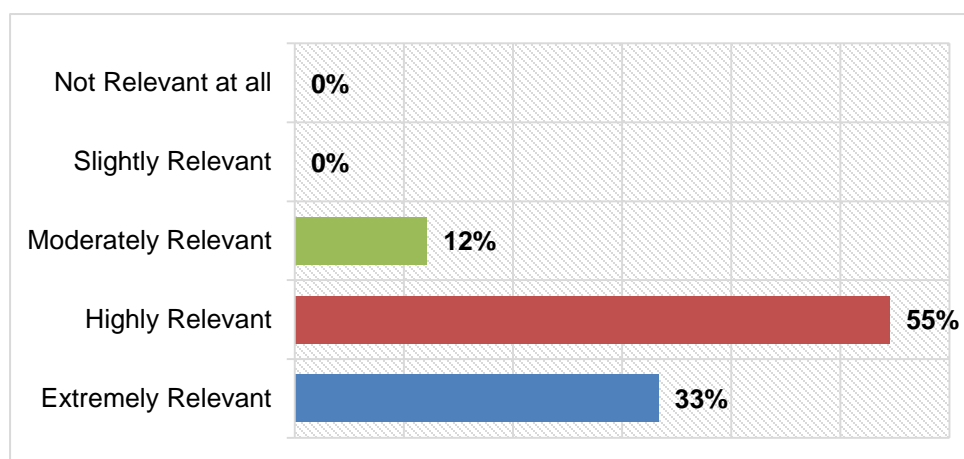
The summary of the assessment of participants' rating of relevance by sector is presented in table 9. As shown in the table, the majority of respondents in all the sectors regarded the training as being highly or extremely relevant. The relevance of the program was also confirmed in the in-depth interviews by the training participants and senior-level officials of the respective departments.

Table 9. Relevance of Program Activities by Sector

	Extremely Relevant	Highly Relevant	Moderately Relevant	Slightly relevant	Not Relevant at all
Aquaculture	3 (30%)	5 (50%)	2 (20%)	0 (0%)	0 (0%)
Disaster Prevention and Management	1 (11%)	8 (89%)	0 (0%)	0 (0%)	0 (0%)
Foot and Mouth Disease	1 (25%)	3 (75%)	0 (0%)	0 (0%)	0 (0%)
Tourism	6 (60%)	2 (20%)	2 (20%)	0 (0%)	0 (0%)
Overall	11 (33%)	18 (55%)	4 (12%)	0 (0%)	0 (0%)

The higher rating of relevance by the participants reinforces the notion that training organized under the triangular cooperation program were tailor-made and designed to address the specific sectoral needs of Myanmar. Although a structured need assessment study was not conducted to identify the needs, the evaluation found that the following measures were taken to ensure the relevance of training to the sectoral and participants needs:

- Representatives from TICA, JICA Myanmar, JICA Thailand, and Royal Thai Embassy conducted fact-finding missions in Myanmar and organized meetings with the government agencies in the targeted sectors to discuss Myanmar's needs and as well as specific areas of interventions to plan under the program.
- The development plans of the targeted sectors were also consulted to identify specific areas to focus on under the program.
- JICA Myanmar, which has been implementing a number of projects in the targeted sectors, provided significant inputs in identifying relevant topics for the program interventions.

- The program also facilitated consultation meetings of the counterpart organizations in Thailand and Myanmar to discuss the cooperation areas for some of the sectors such as Foot and Mouth Disease.

- Based on the identified capacity needs, the resource organizations from Thailand developed customized training courses for the participants from Myanmar, keeping in mind the context of Myanmar.

- As part of the training approach, the participants were required to share their expectations with the trainers on the first day of the training, which helped in adapting the training modules further to their expectations.

- To get relevant participants, the resource organizations also developed criteria for the training participants, and the participants were selected based on structured application processes and through nominations from the relevant government departments.

All these factors ensured that the training courses responded well to the capacity needs of different stakeholders from Myanmar. However, the relevance of the program to the needs of the targeted sectors could have been further improved by doing the following:

- The needs assessment exercise could have been conducted in a more structured way, by involving experts from each sector in the need assessment as well. The experts could have been from any of the implementing agencies that would have helped them in developing more relevant training courses.

- There could have been more interaction and discussions between the Thai implementing agencies and government departments in the targeted sectors in Myanmar during the curricula development process to further tailor the training contents.

> *The relevance of the program activities to the capacity needs of the targeted stakeholders is rated as 4 out of 5 based on the feedback of the program participants, reflecting the program activities were deemed highly relevant.*

3.1.3 Alignment with the Policy of Donors-Japan and Thailand

This section assesses how the cooperation program was aligned with the policies of Japan and Thailand as donor countries.

a) Japan

Since establishing diplomatic relations in 1954, the relationships between Japan and Myanmar have significantly evolved over time. Between 1960 and 2018, Japan disbursed a total of $7.93 billion in Official Development Assistance (ODA) to Myanmar[11]. As of FY 2017, the total trade between the two countries was worth $1,923 million[12] and the direct investment from Japan in Myanmar was $384 million. The Country Assistance Policy (CAP) of Japan on Myanmar focuses on spreading the dividends of democratization, national reconciliation, and economic reforms to the people of Myanmar through the following:

- Assistance for improvement of people's livelihoods
- Assistance for capacity building and institutions development to sustain the economy and society
- Assistance for the development of infrastructure and related systems necessary for sustainable economic development

The TICA/JICA Triangular Cooperation Program for Myanmar, with a focus on overcoming the development challenges of Myanmar in the four sectors including Tourism, Aquaculture, Disaster Prevention and Management, and Foot and Mouth Disease through human resource development and capacity building is well aligned with the first two pillars of the CAP.

Japan also recognizes the importance of the triangular cooperation approach for its ODA and has clearly expressed commitment to the promotion of south-south cooperation and triangular cooperation in its national policy documents. The cabinet decision on the development cooperation charter in February 2015, re-emphasized the importance of south-south cooperation and triangular cooperation for Japan's ODA, which was first

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[11] https://stats.oecd.org/qwids/ international development statistics accesses on Aug 21, 2020
[12] mofa.go.jp/region/asia-paci/myanmar/data.html

recognized in the ODA charter of 2003 (Honda, 2014). The charter clearly mentions that: "*In implementing development cooperation, it is also important to take advantage of the expertise, human resources and their networks, and other assets that have been accumulated in the recipient countries during the many years of Japan's development cooperation. Japan's triangular cooperation involving emerging and other countries capitalize on such assets. In view of the high regard held by the international community, Japan will continue to promote triangular cooperation*" (Government of Japan, 2015).

The above-mentioned policy points further establish that the TICA/JICA Triangular Cooperation Program is highly consistent with the ODA policy of Japan. The program is also aligned with the Memorandum on Japan-Thailand Partnership Programme (JTTP) first signed in 1994 and reaffirmed in 2003 and 2019 (Phase 3). JTPP is a cooperation framework between Thailand and Japan to promote ASEAN integration focusing on narrowing the development gap among ASEAN member states.

b) Thailand

Thailand has been a donor of official development assistance since 1992, even though it has been providing technical assistance, training, and scholarships to other developing countries with support from Japan and other OECD donors for a long time (Thai ODA report 2007)[13]. Thailand's ODA is based on its long-term commitment to international development, regional and sub-regional integration, to helping the development of the least developed neighboring countries in the Greater Mekong Sub-Region (GMS): Cambodia, Lao PDR, and Myanmar. The strategic framework of Thailand's ODA[14], developed by TICA in 2007 expressed aspirations of Thailand to jointly work under the partnership framework with major funding agencies to support developing countries and promote human resource development. The strategy also highlights the importance of south-south cooperation and triangular cooperation as an important component of Thailand's ODA (TICA 2007). In this context, the TICA/JICA triangular cooperation program for Myanmar is well aligned with the ODA policy of Thailand.

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[13] Thai ODA report (2007-2008), TICA MOFA
[14] http://tica.thaigov.net/main/contents/ebook/ebook-20121508-150405/files/assets/basic-html/page14.html

The cooperation program is also consistent with the Memorandum of Understanding (MoU) between Thailand and Myanmar on development cooperation in Myanmar, signed on July 23, 2012. Among other areas, the agreement stipulates enhancing cooperation on human resource development, including capacity building and institutional building in Myanmar in various fields.

> *As the program is clearly aligned with the ODA policy of Japan and Thailand, their commitment to ASEAN integration and as well as the JTTP, the program is rated as 5 out 5 in this dimension of relevance.*

3.1.4 Consistency of Activities and Outputs with the Overall goal and Objectives

The overall goal of the program was to cooperate with Myanmar to overcome its development challenges by joint collaboration and contribute to narrowing the development gap among ASEAN member countries. And the purpose of the program was to upgrade the capacity and knowledge of the participants in the project activities. However, the program, as well as individual projects under the program, were not guided by a clearly specified logic model (theory of change/results framework/logical framework) that would have demonstrated the program and projects' impact pathways. In the absence of a logic model, it is difficult to assess the consistency of program activities to the overall goal i.e. how the program activities would contribute to the development of Myanmar and narrowing the development gap with other ASEAN countries? Since the program activities consisted of training and study visits, it is easy to establish that it would contribute to enhancing the capacities and knowledge of the participants which is the stated purpose of the program. However, what is not clear in the program documents is how these upgraded capacities would be utilized by the beneficiaries and lead to the development of the targeted sectors and narrow the development gap with other ASEAN countries. There seems to be a lack of a clear correlation between the activities and the overall goal of the program.

The evaluators are also of the opinion that the purpose of the program was narrowly focused on the upgrading capacities of the personnel only. Capacity development at the individual levels could also affect changes at the organizational level, and system level.

This aspect was not embedded in the program design. Moreover, an integrated approach focusing on all the three interdependent dimensions of capacity development-individual, organizational and system was also missing in the program approach. This appears to be one of the key weaknesses of the program design.

> ***As the program was not guided by a theory of change or logic model and the consistency of the program activities with the overall goal and objectives was not well considered in the program deign, the program is rated as 3 out of 5.***

3.1.5 Coherence of Monitoring and Evaluation System

A good M&E system is an essential component of any development program. The existence of a quality M&E system and associated data is important during the implementation of the program as well as after completion for the purpose of evaluation. For this program, the importance of M&E was highlighted in the record of discussions between TICA and JICA, and key activities were mentioned such as review meetings, post-evaluations, activity reports, budget reports and overall evaluation. As observed, some of these activities were actually conducted. However, as a whole, the program was not guided by a good M&E system. The following are the key observations of the evaluators:

- Since the program was not guided by a logic model and did not have a coherent logical framework or indicators to measure the progress, monitoring activities were focused mostly on inputs, activities, and outputs, without focusing much on the results. There were no standard indicators to measure the improvement in knowledge and skills. Where pre and post-assessments were conducted for some of the training, they could not be aggregated as different approaches had been used for different training and data were not available for most of the training.

- The Program did not have good filing and documentation systems. Data and reports were not well organized and were missing information. It was also found that not all partner agencies had access to progress reports. The evaluators had to spend a significant amount of time to organize and validate existing data and collect additional data to capture changes in capacities.

- There is not enough evidence to demonstrate that the program used the available M&E information to adjust the program design or approach.

- Most importantly, FERD and other concerned departments from Myanmar were not involved in the discussions related to M&E. Considering that they were important partners in this cooperation, their involvement would have significantly improved the M&E system of the program and contributed to overall effectiveness.

To track any changes caused by the program, a good M&E system should be put in place and used from the start of the program and maintained throughout the program. It should also document changes that were made in the program based on the M&E findings.

> *As the program did not have a good M&E, documentation or reporting system in place, this dimension of relevance is rated as 2 out of 5.*

Overall Rating for Relevance

> *Considering all the different dimensions of Relevance, the overall relevance of the program is rated as 3.8 out of 5, showing the program was highly relevant.*

3.2 Coherence

This section of the report presents evaluation findings in terms of the program's coherence with other programs and projects in the targeted sectors, either by JICA and TICA or other donor agencies.

3.2.1 Internal Coherence

Internal coherence refers to the synergies and interlinkages between the program and other interventions carried out by TICA and JICA in Myanmar in the targeted sectors. Based on the analysis of documents and interviews with representatives of TICA, JICA, and senior officials of the concerned departments in Myanmar, it was found that the

synergies and interlinkages of the TICA/JICA triangular cooperation program with the ongoing interventions of TICA and JICA were deliberated and taken into consideration. Both JICA and TICA have a number of interventions in Myanmar in the targeted sector and other sectors. It was found that there are established processes and mechanisms in the institutional arrangements of TICA and JICA that contributed to ensuring that the activities under the triangular cooperation program complement their ongoing interventions and avoid duplication of efforts and resources.

TICA has a number of bilateral projects in Myanmar, including the Fisheries and the FMD sector. In the FMD sector, the bilateral projects focused on vaccination whereas the triangular cooperation project focused on border control, in some way complementing each other. Activities in the FMD under the triangular cooperation program also contributed to strengthening the relationship between the counterpart departments of livestock in Myanmar and Thailand. The two departments had signed an MoU for technical cooperation but had not been able to initiate any cooperation activities. The triangular cooperation program served to activate this technical cooperation between the two countries in livestock.

JICA has also implemented bilateral projects in the targeted sectors and there are some ongoing projects as well. In the tourism sector, JICA had implemented bilateral projects related to destination management. In the case of disaster management, JICA has established a warning and forecasting system. In FMD, bilateral projects of JICA have focused on strengthening the capacity to fight foot-and-mouth disease to support stability and the development of the agricultural and livestock industry. It was found during the evaluation that JICA Myanmar was fully involved in the selection of targeted sectors and identification of specific training topics for the triangular cooperation program, and ensured that the program complements the ongoing bilateral projects of JICA. In addition, the participants of the triangular cooperation program with enhanced capacities were also involved in the bilateral projects so that they could make better contributions to the development of the sectors in Myanmar.

The evaluators are of the opinion that a thorough analysis of the coherence of the program with other interventions of the coordinating agencies should be conducted in the design

stage and such discussion should be clearly documented as part of the program formulation document. Although no formal documents were maintained by TICA or JICA, based on the overviews of the bilateral projects, institutional mechanism of TICA and JICA and the feedback of respondents, the triangular cooperation program is considered to be complementing the ongoing efforts of the two agencies in the targeted sectors.

> *Considering the institutional mechanisms and internal procedures of TICA and JICA that encourage deliberations and feedback on the complementarity of new interventions to the ongoing interventions, the internal coherence of the program is rated as 4 out of 5. It would have been rated 5 if these discussions were documented as part of the program design and formulation.*

3.2.2 External Coherence

External coherence considers the consistency of the program with other actors' interventions in the targeted sector. This includes complementarity, harmonization, and coordination with others and the extent to which the program is adding value while avoiding duplication of effort.

Based on the review of secondary data and interviews with the higher-level officials of the concerned departments and FERD, it was found that different development donors and multilateral agencies are implementing a number of interventions in Myanmar in the targeted sectors, including training, technical assistance, long-term projects, developing plans and strategies, etc. Considering the scope of this evaluation, the evaluators were not able to analyze the coherence of the triangular cooperation program with the interventions of all the other organizations and countries in a structured way. Instead, the evaluators attempted to analyze the institutional arrangements that would influence the external coherence of the program.

It was found that an accord by the name of *Nay Pyi Taw Accord for Effective Development Cooperation*[15], was agreed between the Government of Myanmar and Development Partners in 2013 to take concrete actions to make their cooperation more effective and take forward the principles of ownership, focus on results, inclusive

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[15] https://mohinga.info/static/docs/NPTA_Effective_Development_Cooperation.pdf

development partnerships, and transparency and accountability that were embodied in the Busan Partnership for Effective Development Cooperation. Based on this accord, the Government of Myanmar and Development Partners agreed to establish **Sector Working Groups (SWGs)** to ensure effective coordination at the sector/thematic level and to promote development effectiveness and coherence in Myanmar. These sector working groups were upgraded as **Sector Coordination Groups (SCGs)** in 2017 and currently, there are ten SCGs functioning in Myanmar, under the Development Assistance Coordination Unit (DACU). It was found that representatives of JICA Myanmar have been participating in the meetings of the relevant SCGs which contributes to developing and implementing coherent sectoral strategies and programs. Although assessment of the real functioning and effectiveness of the SCGs is beyond the scope of this evaluation, the evaluators feel that their existence presents an ideal mechanism to ensure sectoral coherence.

> *Considering that on behalf of the program, JICA Myanmar interacted with the Sector Coordination Groups, which provide a mechanism to ensure effective coordination of development donors and strengthen the coherence of interventions at the sector level, the program is rated as 4 out 5 for external coherence.*

Overall Rating for Coherence

> *Considering the internal and external dimensions, the overall coherence of the program is rated as 4 out of 5, showing the program was highly coherent.*

3.3 Effectiveness

This section of the evaluation focuses on the extent to which the program achieved its objectives, and its results, including differential results across different sectors and groups. As the stated purpose of the program was to upgrade the capacity and knowledge of the participants in the project activities, the primary focus of the effectiveness has been on assessing improvement in the knowledge and skills of the participants. However, as mentioned under the methodology section, following the results mapping approach used for this evaluation, the team identified specific sectoral outcomes in the short-term and

medium-term levels based on the review of training contents that could be expected from the program. Hence, the evaluators focused on tracking these additional outcomes as well. Following the conceptual framework developed by La Fond, A. and Brown, L. used in the evaluation, the evaluation findings have been presented according to the four categories i.e. Personnel level, Organization level, System level, and Community level.

3.3.1 Performance Assessment at Personnel Level

The primary focus of the program was to upgrade the capacity and knowledge of the participants in the project activities carried out in the targeted sectors. Assessment of the capacity development at the personnel level focuses on the outreach of the program, participants' perception of improvement of their knowledge and skills because of the program activities, and the extent to which they were able to utilize the learning from the program activities.

a. Outreach of the Program

From 2015 to 2020, sixteen capacity building activities were organized under the program in the four targeted sectors, consisting of thirteen training activities and three study visits. A total of 149 personnel from 12 different regions attended these activities. Figure 5 gives the number of participants by themes and table 10 shows the number of participants by regions.

Figure 5. Participants by Thematic Areas
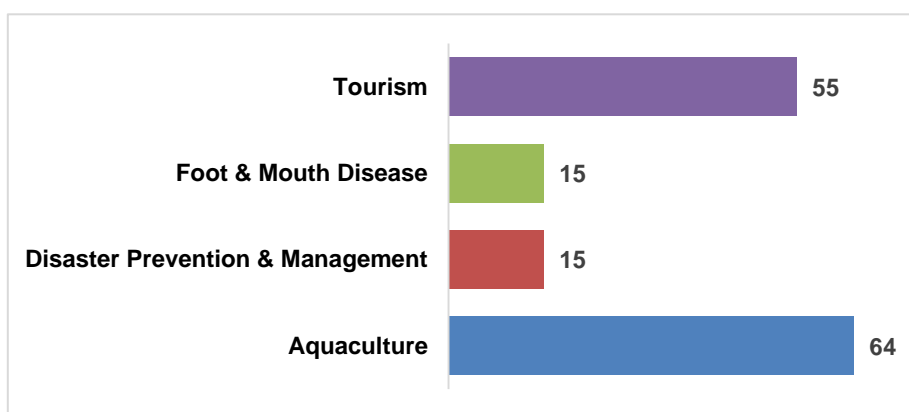
Table 10. Program Participants by Region

Region/States	Participants
Ayeyarwady	9
Kachin State	1
Kayin State	2
Magwe	1
Mandalay	43
Mon State	1
Nay Pyi Taw Union Territory	50
Rakhine State	5
Sagaing	1
Shan State	1
Tanintharyi	1
Yangon	34
Total	**149**

In terms of association, around 65% of the participants were from the public sector and 35% were from private sector. Regarding gender, 58% of the participants were male and 42% were female.

Figure 7. Participants by Gender
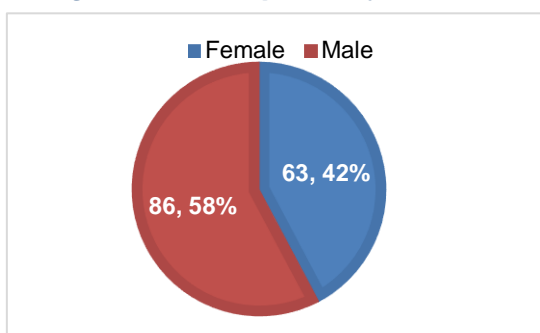
Figure 6. Participants by Sector
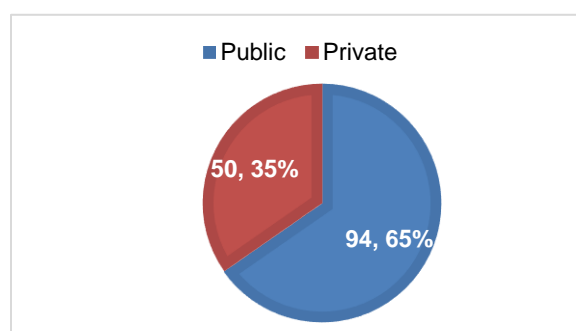
As clear from the analysis of participants, **the program covered wide range of participants in terms of regions, sector and gender considering the need of each sector**.

b. Improvements in Knowledge and Skills of Program Participants

To assess the effectiveness of the program activities in terms of their contribution in improving the knowledge and skills of the participants, the program participants were asked to rate their learning from the activities on a scale of 1 to 5, where 1 corresponds to "not improved at all" and 5 refers to "extremely improved", through an online survey. Figure 8 shows the feedback of participants for different sectors.

Figure 8. Participants Rating of Program Effectiveness
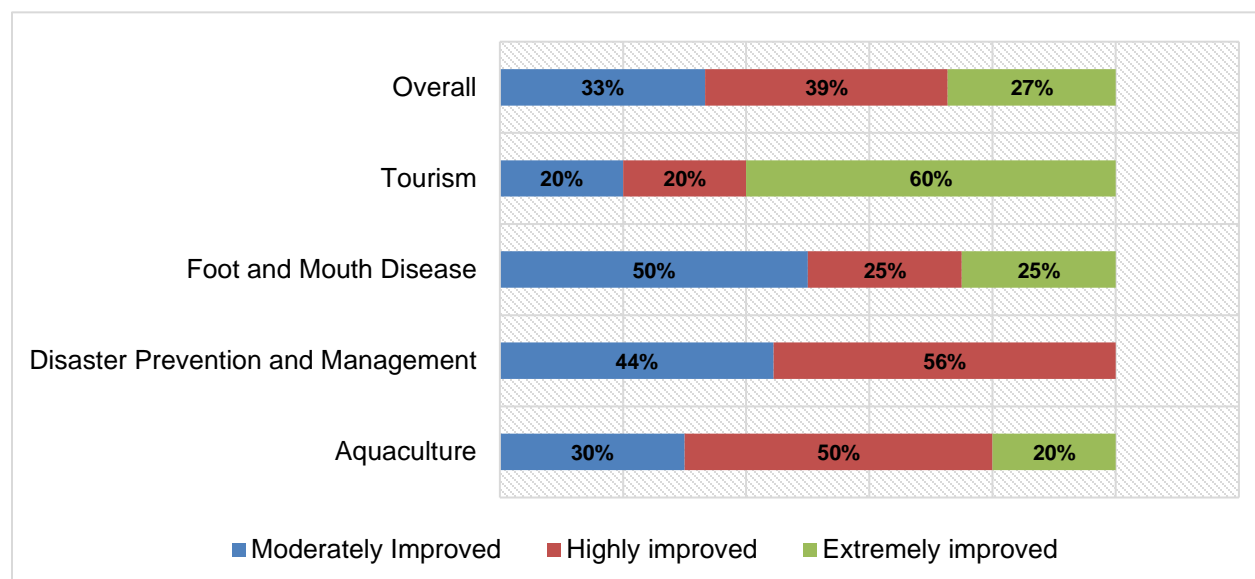
As presented in the figure, the program participants acknowledged the contribution of the training program in significantly improving their knowledge and skills, with participants from all the sectors giving positive ratings of the training attended. The figure also shows that the majority of the participants have expressed that their knowledge and skills improved highly or extremely because of the program, reflecting significant achievement against the program purpose. These ratings are also consistent with the available pre and post evaluations of the participants conducted by the resource organizations during the training activities.

c. Utilization of Knowledge and Skills

Going beyond assessing the improvement in knowledge and skills, the evaluation tried to assess whether the participants were able to utilize their learning from the program activities. Based on the online survey, 31 out of the 32 respondents i.e. 97% reported that they were able to apply the knowledge and skills gained from the program in their work.

As presented in figure 9, more than two-thirds of the respondents reported that they were able to utilize their learning frequently or often, reflecting that the activities organized under the program were very effective.

Figure 9. Frequency of knowledge applied
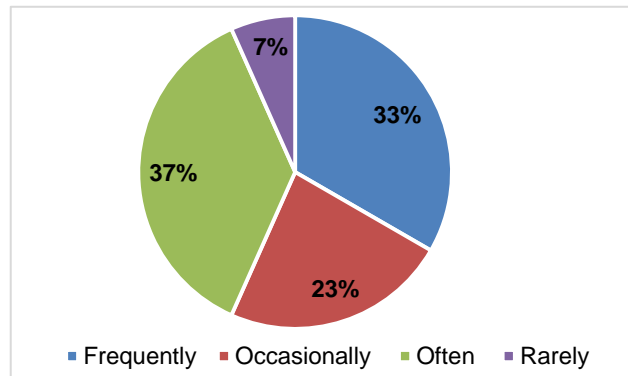
One of the most common ways the participants utilized their knowledge and skills was by sharing with others including their colleagues at work, reported by around 87% of the respondents in the online survey (figure 10). Other ways participants reported utilizing their knowledge and skills included developing new strategies or ways of work (33%), making better decisions at work (33%), encouraging their managers or supervisors to make changes within their organizations (27%), and developing new tools, products or services (23%).

Figure 10. Application of Learning by Participants
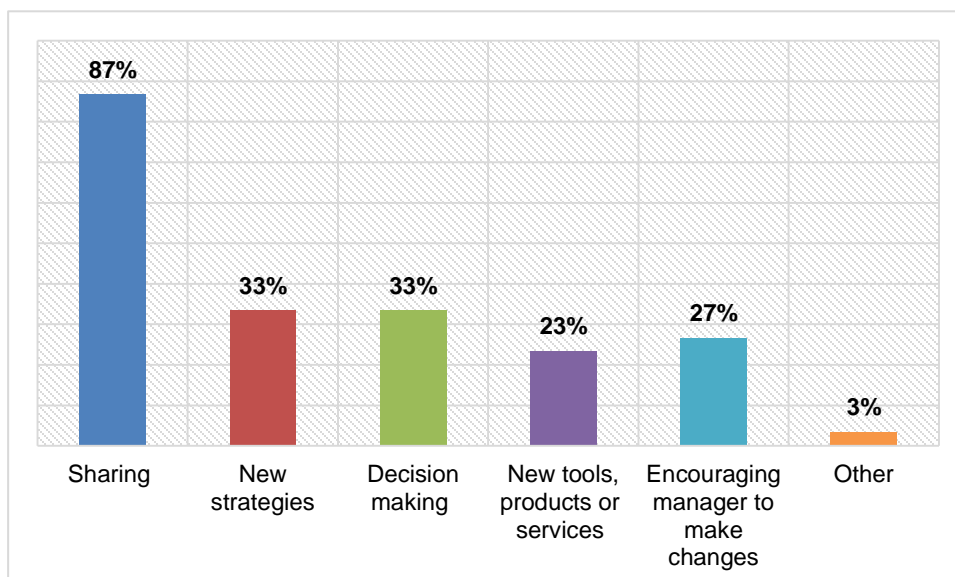
Considering the application of learning by sectors, the highest rate of application of knowledge and skills was reported in the tourism sector, with the average application for each respondent being 2.6 i.e. each respondent applied their learning in three different ways, followed by 2.5 for FMD, 1.9 for aquaculture and 1.4 for disaster prevention and management (Figure 11).

Figure 11. Average Types of Application per Participant by Sector
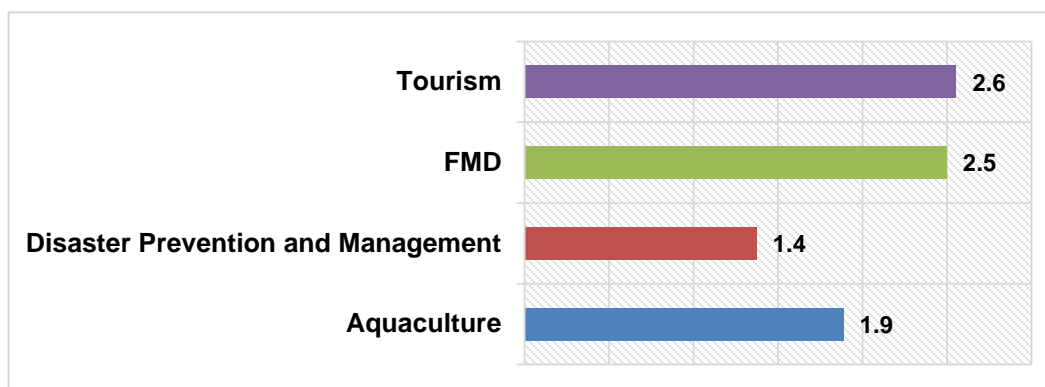
Some examples of the utilization of knowledge and skills shared by the respondents during the in-depth interviews and in the online survey are as follow:

Table 11. Examples of Application and Knowledge and Skills by Participants

Sector	Respondent	Utilization of Learning
Tourism	Mr. Myint Lwin, Food and Beverages Manager in Umbra Hotel	• We have developed new marketing plans for the hotel to improve competitiveness based on learning from the program. • We have also developed SOPs and Checklists for different section of the hotel and at individual level. • We also bought modern coffee machines to improve the restaurant services.

Sector	Respondent	Utilization of Learning
	Ms. Kyi Kyi Swe, Station Manager, Tour Mandalay Travels & Tours	• I have opened personal restaurant and applying knowledge and skills from the training to improve its operations.
	Ms. Thida Aung, Ministry of Hotels and Tourism	• Before attending the study organized under this program, even we did Destination Management, but we lacked technology, strategy and planning. I have known clearly how to do Destination Management after this study.
Tourism	Ms. Htein Win, Htoo Group of Company	• I shared knowledge to our colleagues such as wine selling approach and how to create the cocktails products.
	Mr. Aung Pyaephyo Thein, Secretary MRA Bagan Zone	• I made a presentation about my experience at MRA Bagan Zone EC meeting and I shared how we should make better ways about tourism industry
Disaster Prevention and Management	Mr. Aung Myat Linn, Staff Officer	• I have been using the new methods and technologies in my work which I learned in the training and shared my experience to my friends at work.
	Ms. Thin Win Khaing, Dept. of Meteorology and Hydrology,	• I shared my knowledge with colleagues and used the experiences from the training to generate flood hazard map of six cities in Myanmar.
	Ms. War War Khaing, Dept. of Meteorology and Hydrology	• I was able to apply Streamflow Drought Index (SDI) in flood monitoring in Bago region.

Sector	Respondent	Utilization of Learning
	Ms. Aye Chan Moe, Dept. of Meteorology and Hydrology	• I used TANK model to study flood in Ayeyarwady River and submitted report on my findings to the department.
Aquaculture	Ms. Aye Min Win Aye, Ministry of Agriculture, Livestock and Irrigation	• I applied the knowledge from the training in my research work for Inle carp reproductive biology.
	Ms. Mya Mya Sint, Department of Fisheries	• I have developed new shrimp farming methods by adopting knowledge from the training. Moreover, I have been experimenting with hybridization (inter-breeding/cross-breeding) and farming new and non-native species of shrimps,
	Ms. Ma Aye Aye Tun, Department of Fisheries	• I have used the learning in Chlorella cultivation based on weather conditions in Myanmar.
FMD	Ms. Theint Su Su Htet, Research Officer, LBVD	• As I attended the training concerning FMD disease control and animal movement, that knowledge would be applied in the field of animal identification, animal movement control and animal quarantine system.

Considering the effects of the program in upgrading the capacities of the personnel and utilization of the knowledge and skills by the program participants, the effectiveness of the program is rated as 4.5 out of 5

3.3.2 Performance Assessment at Organizational Level

At the organizational level, this evaluation has tried to address the question of how the program contributed to build the capacities of the organizations in the targeted sector, and improve their performance and promoted institutional changes. A review of the program design shows that the program did not have explicit interventions for enhancing capacities and performance at the organizational level. However, from a results-chain perspective, by enhancing capacities at the personnel level, the program is expected to catalyze changes at the organization level as well. Analysis of the training contents shows that some of the topics covered in the program aimed at improving the performances of the organizations by enhancing the capacities of the organizations' personnel. Following the evaluation methodology, the evaluation tried to track if the program contributed to some of those expected results at the organizational level and as well as any unexpected results generated by the program.

To identify changes at the organizational level, participants were asked in the online survey to highlight the different effects their participation in the program had on their organizations. As presented in figure 12, the majority of the participants reported better performance at work (52%) and improved productivity (41%) respectively as the major effects of the program. Other effects of the program reported by the participants included improvement in services (34%), development of new productions and services (24%), implementation of new strategies (24%), better feedback from services recipients and customers (21%), development of new guidelines (21%), development of new standards

Figure 12. Effects of the Program at Organizational-level

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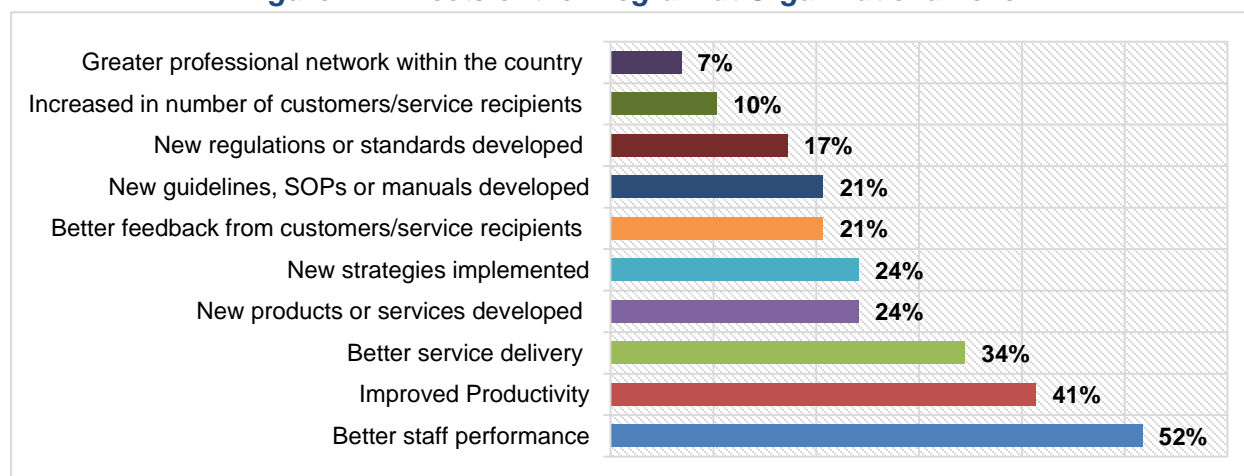
(17%), increased in the number of customers (10%), and greater national professional networks (7%).

Analysis of the respondents' feedback shows that the highest number of effects were reported in the tourism sector, with an average effect of around five different types per respondent, followed by Aquaculture (2.4), FMD (1.8), and Disaster Prevention (1). The number and types of changes reported for each sector are presented in Table 12.

Figure 13. Average No. of Effect per Respondent by Sector
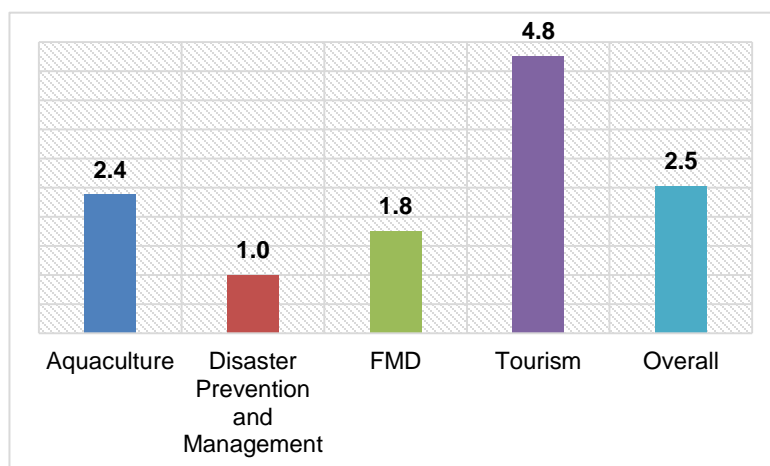
Table 12. No. and Types of Organizational Changes for each Sector

Types of Effects	Aquaculture	Disaster Prevention and Management	Foot and Mouth Disease	Tourism	Overall
Better staff performance	5	3	1	6	**15**
Improved Productivity	4	4	1	3	**12**
Better service delivery	1	2	0	7	**10**
New products or services developed	2	0	0	5	**7**
New strategies implemented	2	0	2	3	**7**

Types of Effects	Aquaculture	Disaster Prevention and Management	Foot and Mouth Disease	Tourism	Overall
Better feedback from customers/service recipients	1	0	1	4	**6**
New guidelines, SOPs or manuals developed	2	0	0	4	6
New regulations or standards developed	0	0	2	3	5
Increased in number of customers/service recipients	1	0	0	2	3
Greater professional network within the country	1	0	0	1	2
Total Number of Effects reported	**19**	**9**	**7**	**38**	**73**

Some examples of changes at the organizational-level shared by the respondents are as follow:

Table 13. Examples of Changes at Organizational-level

Sector	Respondent	Performance at Organizational Level
Disaster Prevention and Management	Mr Aung Myat Linn, Staff Officer	• Application of approaches based on learning from the training has improved our work. For example, the "Monkey Cheek" measure for flood control.
	Dr. Kyaw Moe Oo, DG Department of Meteorology and Hydrology	• Based on learning, confidence and motivation from the training, several participants from the department have secured scholarship to study for Masters and PhD degrees in Hydrology from other countries, contributing to enhance organizational human resources.
Aquaculture	Ms.Mya Mya Sint, Department of Fisheries	• Sharing the new knowledge and methods with colleagues and farmers has improved their performance, resulting in enhanced organizational productivity and better feedback from the customers. • Now we are growing not only local shrimps, but also non-native (new) species of shrimp
	Ms. Aye Min Win Aye, Department of Fisheries	• We are culturing live food for fish and shrimps which will contribute to

Sector	Respondent	Performance at Organizational Level
		improving their productivity and increase export to neighboring countries and also EU.
FMD	Mr. Than Myo Oo, Assistant Director, Livestock Breeding and Veterinary Department	• The department has developed the FMD control plan and knowledge gained from the training were utilized in developing the plan.
Tourism	Ms. Khin May Soe, Floral breeze hotel	• Based on the learning from the program, we have been trying to improve the services and as well as the sense of hospitality in our hotel. • Our hotel has applied reservation system, guest service management, guest satisfaction surveys following the training.
	Ms. Kyi Kyi Swe, Kempenski Hotel	• The restaurant has been improving the menu following the knowledge from the training and implemented profit and loss analysis. • The restaurant is now following more standard wine and beverage services. • In general, the hospitality and customer services have improved and the customers are being served in a more professional way.
	Mr. Zayar Linn, Bagan Thandee Hotel	• Following the training, the hotel has developed the roles and responsibilities of front office management.

Sector	Respondent	Performance at Organizational Level
		• The hotel also started collecting guest data in a more systematic way.
	Mr. Hla Myint, Director for International and Regional Cooperation, MOHT	• The MoHT has established Destination Management Organizations (DMO) in each tourist site which is a representative body of all relevant stakeholders. And based on the learning from the Thailand, holistic management of cultural heritage sites has been included in the responsibilities of DMO.

3.3.3 Performance Assessment at the System Level

Following the conceptual framework used, the evaluation also attempted to find out if the triangular cooperation program also contributed to some changes in the broader system level in the targeted sectors. Reviews of the program documents show that the program did not focus on improving performance at the system level as there were no specific inputs and activities targeting changes in the system level, such as changing sector priorities, laws, organizational structures, and financing arrangements, etc. However, analysis of the contents of the capacity building activities including training and study visits shows that there were modules focused on system level changes as well in all the sectors, as highlighted in section 2.3.1. Following the results chain approach, it is expected that the capacity building of the public sector representatives from different organizations in the targeted sector would ultimately contribute to making improvements in the system-level as well. Although performance at the system level is influenced by various external factors including sociological, political, economic, technological, cultural and environmental, the evaluation tried to assess how the cooperation program interacted with these factors and contributed to enhancing performance at the system level in the

given context. Some examples of early signs of changes in the sector-level reported by the respondents are summarized as follows:

Table 14. Examples of Changes in System-Level

Sector	System Level changes
FMD Sector	• As reported by the resource person, the project activities in the FMD sector are likely to enhance custom-point inspections and animal quarantine centers in Myanmar. Moreover, there have been some developments in the Myawaddy-Mae Sot customs points. • The program activities in FMD sector also contributed to strengthening the relationship between the counterpart departments of livestock in Myanmar and Thailand. • Myanmar is planning to establish FMD free zone by following the same procedures as Thailand and neighboring countries. At the moment Myanmar is at stage 2 of the Progressive Control Pathway (PCP) for FMD Control which focuses on implementing risk-based control. • The program activities and experiences of field visit in Thailand highlighted the importance of having an FMD control regulation and the Department of Livestock breeding and Veterinary is advocating for having such a regulation in Myanmar.
Disaster Prevention and Management (Water Management)	• Based on the learning from Thailand, the department of Meteorology and Hydrology has focused on strengthening participatory irrigation system by engaging more with the water user groups and by educating the farmers on sustainable water management practices.

Sector	System Level changes
Aquaculture	• Following the training and visits in Thailand, the Department of Fisheries has been promoting more sustainable farming practices in Myanmar including use of probiotic culture, water treatment for improving sterilization and using clove oil for sedating fish etc.
Tourism	• Based on the advocacy of the relevant government official, the Minister for Hotels and Tourism has endorsed the idea of systematic management of cultural heritage sites and it is likely to be included in the new Tourism Master Plan 2021-2025.

3.3.4 Performance Assessment at the Community-Level

The community level represents all those who could benefit from and participate in the targeted sectors, including all the current and potential clients of the services offered and the communities in which they live. According to the conceptual framework followed for the evaluation, capacity is required within individuals and communities to ensure demand for appropriate services to promote their role in contributing to or influencing service delivery and to encourage the practice of certain behaviors. Individual clients and community members contribute to the system by demonstrating sustained behavior change over time and utilizing the services and support of the government and private sector agencies, leveraging on the improved enabling environment and providing resources.

Based on the document review and consultation with the training implementing agencies, it was found that the program did not have any direct activities for building the capacities at the clients or community level to respond to the changes in the organizational or system level. However, the interaction of the community and clients with the organization and system with improved capacities could trigger changes in the behaviors of clients and community, given their individual backgrounds and community dimensions. Due to the

traveling restriction due to the Covid-19 pandemic, the field team could not carry out a field visit to interact with the beneficiary community or clients. However, based on the in-depth interviews, the following instances or indications of changes at the community level were identified.

Table 15. Examples/Indications of Changes in the Community-Level

Sectors	Examples/Indications of Changes
Tourism	Based on the learning from the training, the involvement of the Destination Management Organizations (DMO) which are the representative bodies consisting of community representatives and other relevant stakeholders from the public and private sector in the tourist sites in all the states and regions in Myanmar, has been further strengthened in the management of cultural heritage in their respective sites. This is likely to promote the role of DMOs in cultural heritage conservations and also enhance a sense of ownership among the communities.
Disaster Prevention and Management (Irrigation)	Based on the experiences from Thailand, the irrigation department officials have been engaging the local community more in participatory water management and have been successful to some extent in generating better cooperation from them. The increased cooperation of the community is likely to pave a way for more integrated water resource management in Myanmar.
Aquaculture	Shrimp and fish farmers are receiving regular advisory support and there is also more demand for relevant knowledge and information from farmers who are seeking relevant technical knowledge. This is likely to contribute to better farming practices and improved productivity of fish and shrimp in Myanmar.
Disaster Prevention and	With the improved modeling and use of technology, the Department of Meteorology and Hydrology is more likely to take

Sectors	Examples/Indications of Changes
Management (Hydrology)	necessary measures in times of natural disasters and share timely information with the concerned communities.

Although not thought of in the program design, the program contributed to some significant results in the organizational, sector and community levels and considering these significant effects the effectiveness of the program is rated as 4 out of 5.

3.3.5 Major Enablers and Barriers to Application of Knowledge and Skills

To ensure the effects of the program at the organizational and system level, it is necessary that the program participants should utilize the improved capacities in their work. Based on the online survey, 31 out of the 32 respondents i.e. 97% reported that they were able to apply the knowledge and skills gained from the program. This section explores what were the major factor which influenced the utilization of knowledge and skills by the participants.

a. Enablers

According to the participants' responses to the online survey, as presented in figure 14, the three major factors that enabled the program's participants to utilize the knowledge and skills included **opportunities** to apply the knowledge and skills (68%) **confidence** gained from their participation in the program (57%)

Figure 14. Enabling Factors for utilization of Knowledge and skills

and **importance of knowledge** and skills gained from the program to their job success.
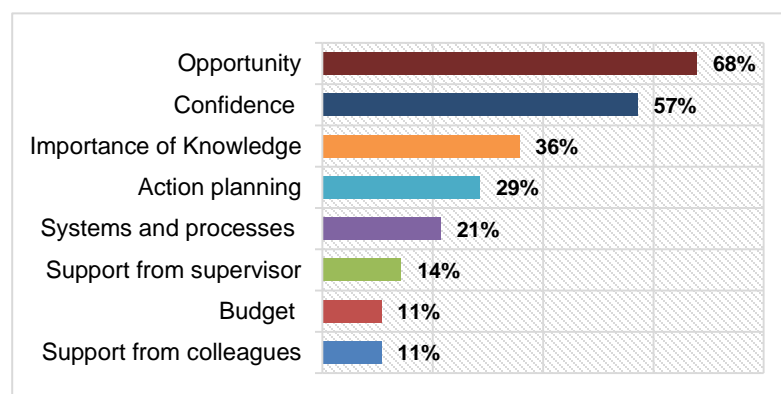
Based on the interviews, it was found that as per government policy, all those officials who receive international training with scholarships are required to report on their learning to their supervisor within the department. Normally, each participant selects one topic

they learned from the training, conduct further study and submit a technical report to the department based on their experiences and findings along with recommendations. These reports are normally kept in the library of the respective departments. The evaluation determined that majority of the program participants submitted reports on their learning to their respective departments as required. However, no specific examples of the utilization of these reports or recommendations by the respective departments could be observed during this evaluation.

The evaluators are of the opinion that the utilization of knowledge and skills could have been made further effective if the participants were facilitated to develop action plans as part of the training by the Thai implementing agencies and develop a mechanism for post-training support for a certain time period. Where instances of the participants contacting their resource persons for technical support were recorded during this evaluation, there was not any formal mechanism to facilitate it.

b. Barriers

When respondents were asked to identify the factors that discouraged them to apply the knowledge and skills gained from the program in their work, the respondents rated the **unavailability of budget** (29%) and **lack of time** (25%) as the top two barriers, followed by **other factors.**

Figure 15. Barriers for Utilization of Knowledge and
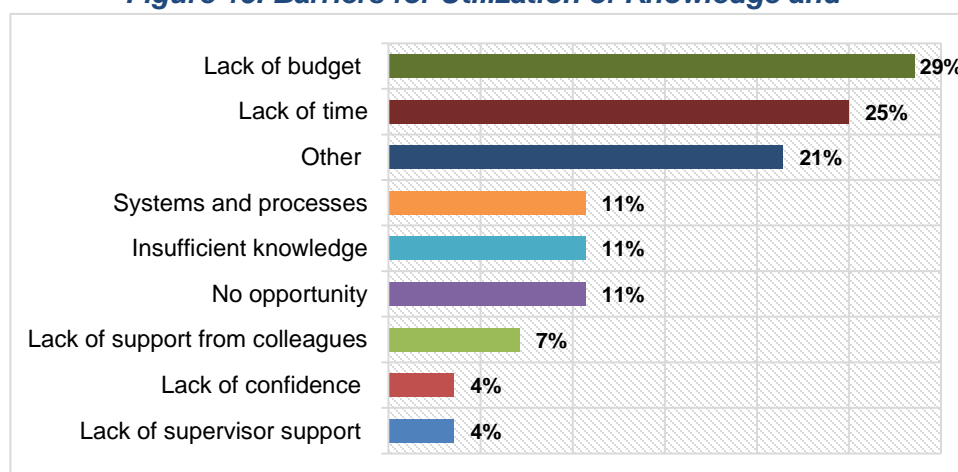
The importance of budget for the utilization of knowledge and skills to make visible changes in their personal work and at the organizational-level was also emphasized by the participants during the in-depth interviews. In some cases, such as in Hydrology, the participants learned about a number of models that required licensed software such as GIS and Remote Sensing. Since the concerned department did not have access to such software, the participants were not able to utilize their learning fully following the training. As part of the need assessment, it would have been advisable to find out the existing capacities and resources and design the training programs accordingly to build on the existing capacities within the targeted departments. Moreover, there should have been a mechanism to support the respective departments financially to access the required resources if it was necessary for them to utilize their learning. This could have been done under the bilateral cooperation projects as well.

Overall Rating for Effectiveness

> *In light of the participants' feedback regarding the improvement in their knowledge and skills, utilization of the learning from the program and significant short-term effects in the organizational, sector and community-level contributed by the program participants, the overall rating for the effectiveness of the program is rated as 3.7 out of 5.*

3.4 Efficiency

This section examines the efficacy of the delivery mechanisms of the program including, (i) management, coordination, and facilitation of the program; (ii) whether the interventions were implemented as planned and within budget, (iii) implementation process of the program activities

3.4.1 Management, Coordination and Facilitation

Considering the program was implemented under the triangular cooperation mechanism, a number of agencies from the three countries were involved in the program. Japan was represented by JICA Thailand and JICA Myanmar, Thailand was represented by TICA and Royal Thai Embassy Myanmar, and Myanmar was represented by FERD and relevant departments in the four targeted sectors. It was found that the program used

several elements of good quality management process including an official declaration of partnership through a Memorandum of Understanding (MOU) and a written General Agreement was signed by JICA Thailand, JICA Myanmar, TICA, and FERD outlining the program approach and broader roles of each party in the program. This was followed by a comprehensive discussion between TICA and JICA Thailand on program implementation, division of roles, plan of the projects in each sector, and the tentative plan of operation between TICA and JICA. The record of discussions was signed by the representative of TICA and JICA to formalize it as a guiding document for the program management. This contributed to enhancing the efficiency of the delivery mechanism by specifying the responsibilities between TICA and JICA Thailand. However, it was observed that no such comprehensive discussion and planning processes were undertaken with FERD or individual departments and ministries in Myanmar regarding their specific roles and responsibilities. The evaluators conceive that the government departments from Myanmar were not effectively involved in the formulation stages and in the program management and monitoring. The concerned departments from Myanmar could have played important roles in providing timely support in the coordination, following implementation plan, undertaking post-training monitoring, and ensuring effective utilization of knowledge and skills by the participants.

> ***This dimension of efficiency is rated 3 out of 5. Guided by an MoU and written General Agreement, the program exhibited strong coordination and communication mechanism. However, organizations from Myanmar could have been involved more effectively in program management and decisions making.***

3.4.2 Implementation Process of Program Activities

To evaluate the implementation of program activities, the evaluation collected the feedback of the program participants on different aspects of the program through an online survey. The participants were asked to rate the different aspects of the activities, including knowledge and facilitation skills of resource persons, contents of the training, training methods, training facilities, length of the training period and assistance provided

to the participants, on a scale of 1-5, where 1 corresponds to 'poor' and 5 corresponds to 'excellent'. Participants' ratings of the different aspects of the program and each sector are summarized in form of weighted averages in the matrix below.

Table 16. Participants' Rating of Program Implementation

Program Dimensions	Sector				Overall
	Aquaculture	Disaster Prevention and Management	Foot & Mouth Disease	Tourism	
Knowledge and skills of Resource Person	4.4	4.3	4.0	4.6	**4.4**
Contents of the Training	4.6	4.4	4.3	4.5	**4.5**
Training Methods	4.4	4.2	4.0	4.5	**4.3**
Training logistics arrangements	4.2	4.4	4.0	4.8	**4.4**
Assistance offered after the training	4.2	4.0	4.3	4.2	**4.2**
Timing/Schedule of the training	4.0	4.1	3.8	4.1	**4.0**
Length of the training period	3.8	3.8	3.8	3.8	**3.8**

As shown in the table, on average all aspects of the program have been rated as "good" by the program participants from all the sectors, with an average score of 4 out of a total of 5. Overall, the contents of the training received the highest rating from the participants whereas the length of the training period was rated the lowest for all the sectors. The feedback of the program participants also shows that they were highly satisfied with the knowledge and facilitation skills of the resource persons. The high ratings also reflect the appropriate selection of the implementing organization by TICA and JICA for organizing

the training activities and tailoring the training to the needs of Myanmar. It was found that the implementing organizations involved resource persons with specific expertise for organizing and facilitating different sessions within the training, which also contributed to enhancing the efficiency of the program. Although there was no established mechanism for follow-up support, the resource persons were still available to provide technical assistance and support to those participants who approached them.

Regarding the length of the training period, a large majority of the participants from all the training shared that the training period was not appropriate to cover too many training topics included in the curricula. In some cases, such as hydrology where the training topics were more technical and newer to most of the participants, with many topics to cover within the scheduled period, the participants were not able to get an in-depth understanding of all the topics. It was suggested that it would have been more appropriate to focus on selected topics and get more in-depth knowledge and practice. This could have been avoided if the topics were finalized based on a more comprehensive discussion with the concerned departments from Myanmar. It was found that not for all the training, there was a discussion between the Thai implementing agencies and government departments from Myanmar regarding the training curricula.

> ***Based on the feedback of the participants the program implementation processes are rated 4 out of 5, showing that the implementation processes were highly efficient.***

3.4.3 Program Implementation as Plan

Based on the review of documents and discussions with the representatives from TICA and JICA, it was found that the program did not have a detailed plan for the activities to be implemented throughout the cooperation period. A tentative plan of projects was developed as part of the Record of the Discussions by TICA and JICA in June 2015, showing the status of activities by that time and highlighting the activities to be undertaken in the first year of implementation of the activities in each sector. Activities in the following years were conducted based on ongoing discussions and consultations with the

implementing organizations by TICA and JICA but no specific plan was followed or documented. However, the counterpart organizations from Myanmar were not involved in these discussions in an organized way. The absence of the planning document for the program also caused delays in the official approval of some of the training events in Myanmar where official approval of international training needs to follow specified protocols.

It was also observed that where the General Agreement proposed a number of activities to be organized under the program including capacity building activities in Thailand, on-site activities in Myanmar, technical advice and consultations, and regular monitoring of project outcome and achievements, the real implementation did not include all these activities. There was no on-site training or other activities in Myanmar and there was no mechanism for providing technical advice and consultations following the activities in Thailand, except for the Tourism and FMD sector.

The evaluators are of the opinion that both the planning and implementation process could have been further improved by investing more time in the consultation processes and developing a detailed implementation plan for each sector, with a clear timeline and responsibilities with the involvement of government departments from Myanmar as well. Secondly, the involvement of the partner organizations from Myanmar in the planning processes would have helped in clarifying expectations, improved coordination mechanism, and enhanced the sense of ownership among the departments from Myanmar as well. More importantly, it would have improved the efficient utilization of human resources within TICA and JICA.

> ***The evaluation sub-criterion in terms of the implementation plan is rated as 3 out of 5. Although program activities were completed within the cooperation period, the absence of a detailed implementation plan somehow caused delays in the approval processes in Myanmar.***

3.4.4 Budget Utilization

The whole program was implemented on an equitable and mutually agreed cost-sharing basis between TICA and JICA Thailand, with each agency bearing half of the cost of the

program. It was found that the program did not have any stated budget at its inception. Instead, the cost of each project was discussed and agreed upon separately by TICA and JICA. Although Myanmar did not make any financial contribution to the project, agencies from Myanmar dedicated a significant amount of time for coordination, meetings, making arrangements, and selection of participants along with TICA and JICA. The flexible approach for budget management followed by the program somehow served to manage the financial resources in a more efficient way considering the needs of each activity and the budget available for the technical cooperation program between Japan and Thailand. Although the evaluators could not get access to the expenditure for each project as the budget was managed by a separate department, the overall program expenditure was around USD 430,000. Based on this, the cost per program participant is estimated to be USD 2,886. The evaluators are of the opinion that the program management team should have access to a complete record of all the expenses that would help in more efficient utilization of the program budget.

> *In terms of budget utilization, the program is rated as 4 out of 5. A flexible approach to budget management was followed and it helped in managing program activities on yearly basis.*

Overall Rating for Efficiency

> *Overall, the efficiency of the program is rated as 3.5 out of 5, demonstrating that although the program was implemented satisfactorily, there are some areas that could be improved in future programs.*

3.5 Impact

Impact is the measure of the extent to which the program has generated or is expected to generate significant positive or negative, intended or unintended, higher-level effects. It also examines how program activities impacted the socio-economic life of the targeted beneficiaries at all levels. Some of the significant changes in the short-term and medium-

term contributed by the program have been documented in the effectiveness section. But the higher-level effects of the program or its impact on the socio-economic conditions of the targeted beneficiaries could not be assessed systematically due to time, budgetary and situational constraints. Another challenge in measuring impact was that the program design did not have a logic model showing the impact pathways of the program. In addition, the evaluation team could not visit the field to interact with potential beneficiaries to understand the program's impact due to the Covid-19 pandemic. However, as noted under the effectiveness section, the program has contributed to significant positive changes at the individual and organizational level and signs of changes at the sector level have also been observed. Moreover, instances of improved interaction and services to the targeted community and service-recipients were also reported which are likely to generate enhanced participation and encourage the practice of desirable behavior in the targeted groups. In addition, the program enhanced technical cooperation between counterpart agencies in Myanmar and Thailand and strengthened the partnership between the three countries. As such the program has contributed to creating favorable conditions for sustainable development in the targeted sectors. It is yet to be seen that to what extent the Covid-19 pandemic is going to offset the gains in the targeted sectors. Its effects on the tourism and fisheries sectors have already been severely felt, with a decrease in tourist arrivals and a reduction in fisheries export. Nevertheless, with enhanced capacities generated by the program, it is expected that the sector stakeholders will be in a better position to respond to the shocks in the sector.

For the goal of sustainable impact to be realized, it would require for the targeted stakeholders to have continued access to demand-driven and focused capacity interventions and increased access to opportunities to utilize their learning. Moreover, the capacity building interventions should focus on all the four levels-individual, organizational, system, and community level. Moreover, the coherence of the program with the interventions of other development donors should be further strengthened. This will contribute to improve the resilience of the sectors in the face of external shocks like the Covid-19 pandemic and lead to sustained performance of the sector.

Based on the early signs observed during the evaluation, the likelihood of realizing higher-level changes in the targeted sectors is rated as 3 out of 5, showing that by building on the achievements of the program, the early signs could be translated into tangible outcomes.

3.6 Sustainability

This section explores the extent to which the program's processes and results are likely to continue for an extended period of time. This evaluation has particularly focused on sustainability in terms of institutional and financial sustainability. While assessing sustainability, the evaluators also tried to explore the influence of external factors that might influence the sustainability of programs results including the situation created by the Covid-19 pandemic.

3.6.1 Institutional and Organizational Sustainability

Based on the review of the program design and interviews with different stakeholders, the evaluators have come across a number of factors that would influence the sustainability of the program. The following factors are likely to contribute to ensuring the institutional and organizational sustainability of the program processes and results.

- The training program significantly improved the knowledge and skills of the program participants from diverse backgrounds and enhanced their motivation as well. Around 70% of the respondents have been using the new knowledge and skills in their work frequently or often, showing the relevance of the learning. Moreover, some of the respondents have also changed their practices, adopted new strategies, and also have observed some tangible changes in performance at the individual and organizational level. With evidence of improved performances due to the knowledge and skills gained from the program more visible, the participants are highly likely to continue utilizing the learning, leading to enhanced performances at the organizational and sector level.

- In certain cases, the program participants have been involved in the bilateral projects of JICA in the targeted sector following the training, providing them more opportunities to use their knowledge and skills and contributing to the development of the sectors.

- In some sectors, such as in tourism and FMD, learning from projects have been used or likely to be used in the development of sector plans and strategies and that would further ensure the institutional sustainability of development objectives pursued by the program.

- It was also observed that there is strong political will from both Thailand and Japan to continue and sustain triangular cooperation with Myanmar, along with their bilateral cooperation. There is a high probability of the improved process and results being sustained if the future cooperation program builds on the achievements of the first phase in the targeted sectors.

On the other hand, the evaluators have identified a number of factors that could undermine the sustainability of program processes and results including the following.

- The evaluation found that the program design did not take into account sustainability issues and how to resolve them from the outset and there was no strategy to ensure the sustainability of the program. As observed, there was no specific plan to facilitate the utilization of knowledge and skills by the participants and to provide follow-up support. This is likely to be the main factor to undermine the sustainability of the program.

- It was observed that where the program participants were required to submit reports to their concerned departments based on their learning, there was no specific mechanism within the departments to utilize all the learning and recommendations documented in those reports.

- It was found that some of the program participants had already been assigned to other sections or locations following their participation in the program. Staff rotation is another factor that could affect the program's sustainability as the program participants may have to attend to different roles and responsibilities.

- Covid-19 is likely to affect the sustainability of program achievements, not only due to the uncertainty but also by diverting the Government's attention and financial and human resources to more urgent sectors. It is yet to be seen how TICA and JICA are going to continue the cooperation if the pandemic continues in 2021.

> *The organizational and institutional sustainability of the program is rated as 3.5 out of 5, showing that some aspects of the program are likely to be sustainable whereas others would require some additional support and strengthening of ownership of the relevant stakeholders from Myanmar.*

3.6.2 Financial Sustainability

According to the online survey, around one-third of the respondents identified the lack of budget is the main hurdle for the application of knowledge and skills gained from the program. This shows that the program did not have any mechanism to ensure financial support to the program participants for the utilization of knowledge and skills, through their respective organizations. Where financial support is not required for the utilization of all the learning, in some cases participants may need access to resources and equipment to better utilize their new learning such as in hydrology and aquaculture. The program participants could have been linked to existing bilateral initiatives of TICA and JICA or those of other development donors to generate additional support for the utilization of learning and to ensure sustainability. More importantly, proper involvement of relevant departments from Myanmar in the program formulation and planning processes could have further enhanced the ownership of the concerned department and ministries in Myanmar and helped in generating additional support including financial support for activities beyond the cooperation period.

> *The financial sustainability of the program is rated as 2 out of 5, as there was no plan to financially support the utilization of knowledge and skills from the program.*

Overall Rating for Sustainability

> *Overall, the sustainability of the program is rated as 3 out of 5. With strong political commitment, TICA and JICA are likely to continue their engagement with Myanmar.*

3.7 Visibility and Promotion of Public Support

Promotion of public support for the program by enhancing its visibility was one of the strategies outlined in the records of discussions between TICA and JICA. The purpose was to make the program known to the nationals of Thailand and Japan. The evaluation found that the program did not have by a proper communication strategy or plan to enhance its visibility. Some of the communication activities included updates about the program on the website of TICA and JICA, a radio program aired by TICA, and news about the launch of the program to some media channels from Japan and Thailand. The evaluators are of the opinion that the visibility of the program could have been strengthened by following a proper communication strategy and plan, and involving all the partners and Thai implementing agencies in the promotion activities. Moreover, the program could have been branded and publicized in a way to distinguish it from the bilateral initiatives in the sectors. The promotion activities could have also focused on other channels such as social media.

CHAPTER 4: EVALUATION FINDINGS FOR TRIANGULAR COOPERATION MECHANISM

Since the program employed a triangular cooperation mechanism for achieving development objectives in different sectors in Myanmar, this evaluation has attempted to assess the effectiveness of partnership among Myanmar, Thailand, and Japan and its influence on the achievements of development results. For the assessment of the triangular cooperation mechanism, the evaluators used the toolkit developed by OECD for identifying, monitoring, and evaluating the value-added of triangular cooperation. According to the toolkit, the triangular cooperation mechanism, in addition to achieving development results, puts great emphasis on developing and sustaining partnerships, and achieving development results is related to the quality of partnerships. Following the toolkit, the performance of triangular cooperation was assessed based on the six dimensions, namely 1) ownership and trust, 2) promoting complementarity, 3) sharing knowledge and learning jointly 4) co-creating solutions and flexibility, 5) enhancing volume, scope, and sustainability, 6) achieving regional and global development goals through strengthened partnership. Findings for each dimension are presented as follow:

4.1 Building Ownership and Trust

One of the significant value additions of the triangular cooperation is that it leads to increased ownership of the development interventions among the partners and establishes partnerships based on trust. Based on the discussions with the coordinating agencies from all three countries, it was found that all the partners exercised ownership of the program. All the countries were involved in the identification of cooperation areas and in the formulation processes and the broader roles were formalized through a cooperation agreement. All partners **contributed resources** to the program in different ways. Thailand and Japan contributed 100% of the monetary costs and took responsibility for the program management through a dedicated human resource. All the costs were divided equally between Thailand and Japan and there was a complete **trust for administering the funds and resources** between the partnering agencies, rated as 4.3 out of 5 by all the partners. Myanmar, as a beneficiary country, also made in-kind

contributions to the program by dedicating staff-time from FERD and the different ministries and responding to the requests from TICA and JICA.

It was also found that all the partners **shared responsibilities** for program management and implementation. Where the roles and responsibilities of TICA and JICA were specified through comprehensive discussions and the record of discussions signed-off by the heads of the two agencies, the roles of the representative agencies from Myanmar were not formalized in a documented form. However, they were aware of their broad roles and responsibilities in the program. The departments in Myanmar contributed based on the requests from TICA and JICA.

The evaluators feel the Myanmar agencies could have been involved in a more organized way in the program management, implementation, and decision-making processes so that it would have further enhanced the sense of ownership among the government departments from Myanmar and generated more support for the program activities. In particular, the departments from Myanmar could have played a significant role in finalizing the training curricula, providing support to the program participants for utilization of learning from the program, and undertaking monitoring of the program in Myanmar.

> *The program is rated as 3.5 for building trust and ownership. All partners shared responsibilities and contributed resources. However, organizations from Myanmar could have been involved in a more organized way in the program decision-making and implementation processes.*

4.2 Promoting Complementarity and Increasing Co-ordination

One of the intended benefits of the triangular cooperation mechanism is that it promotes greater coordination, complementarity, and coherence. It provides a conducive environment for the partners to make use of their complementary strengths and effective coordination to achieve development results in the targeted sectors. Under the triangular cooperation program for Myanmar, **Thailand served as a pivotal partner sharing its experiences, knowledge, and expertise in the targeted sectors with Myanmar**. Considering its greater proximity and similarity of geographical conditions, the knowledge

and experiences of Thailand were deemed as very relevant to the situation of Myanmar. This was also reflected in the higher rating for relevance and the contents of the capacity building activities from the program participants. For the activities in each sector, **resource organizations with relevant expertise from** Thailand were involved. The Royal Thai Embassy (RTE) in Myanmar served as a coordinating point with Myanmar agencies and participants. Japan as the facilitator partner in the triangular cooperation mechanism contributed with its strengths in **managing triangular cooperation modalities and development cooperation,** experiences of working with Thailand in the triangular framework in South-East Asia, and **long-term engagement with Myanmar.** Moreover, JICA Myanmar was also involved in the cooperation mechanism and contributed inputs for making the program interventions more **coherent to the ongoing interventions** of JICA in Myanmar. Hence, Japan and Thailand brought their complementary strengths to the cooperation, effectively contributing to the cooperation and development results. And the involvement of the relevant agencies from Myanmar during the planning stages ensured that the program activities were aligned to the national development goals and strategies.

It was also observed that where the cooperation program involved three sectors, in the beginning, Aquaculture was added as the fourth sector in 2017- evidence of increased coordination and cooperation among the three countries.

An area that could have been integrated in the program was the provision for involving experts from Myanmar in the program particularly in the planning stages, and developing some coordination with existing training institutions in the targeted sectors so that it would have further enhanced complementarity and contributed to enhance the sustainability of knowledge and skills.

> *The program is rated as 4 in promoting complementarity and coordination. The different agencies contributed with their respective expertise and strengths. Involving local experts would have further promoted the complementarity and sustainability of the cooperation program.*

4.3 Sharing Knowledge and Learning Jointly

One of the expected value additions of the triangular cooperation modality is that it provides an environment where the partners share knowledge, learn jointly, promote capacity building for all the partners and continue exchanging experiences, even after the program. Based on the discussions with the representatives of the partner agencies, it was found that there was *no specific mechanism for facilitating learning* from each other or sharing knowledge during the program period for all three partners for this cooperation program. Although TICA and JICA organize **annual policy dialogues** attended by higher-level officials of the two agencies where the two agencies discuss their ongoing cooperation and share experiences as well, it is focused more at the general policy level and may not focus comprehensively on each program.

For this triangular cooperation program, discussions and meetings among the partners mostly focused on the arrangement and implementation of activities, without any deliberate efforts for sharing knowledge or learning jointly among the partners. Although the respondents shared accounts of their personal learning based on their interaction with counterpart agencies, there was no evidence of changes made at the institutional-level based on such learning. This is perceived to be one of the areas which could be improved in future cooperation programs.

To promote joint learning during the cooperation period, the partners can develop a mechanism to work together throughout all the processes of the cooperation and include joint learning and reflection activities in the program plan with a dedicated budget. It will also be important to develop and promote a culture of learning among the partners. The partners may consider developing a learning agenda as part of the cooperation program to guide learning throughout program implementation.

> *The program is rated 2.5 regarding sharing of knowledge and joint-learning. Where annual policy dialogues are organized between TICA and JICA, no specific mechanism was in place to promote learning among the three partners as part of the cooperation program.*

4.4 Co-Creating Solutions and Flexibility

One of the significant advantages of the triangular cooperation mechanism is that the partners co-create solutions to development challenges that are innovative, affordable, flexible, and context-specific. A review of the program documents and interviews with the stakeholders show that the **capacity building activities were context-specific** as they were tailored to the needs of the targeted sectors in Myanmar based on the inputs from the representatives from the relevant government agencies. In some cases, such as in the FMD sector, Thai experts had the opportunity to visit Myanmar and interacted with different stakeholders which helped in tailoring program activities to the specific needs of the sector in Myanmar.

It was found that the program as a whole was implemented in a flexible way, providing sufficient room for adaptation. The implementing agencies were **open to adapting** the program activities based on the feedback from participants and the learning from the previous year. As noted by the resource person from Dusit Thani College, the curricula and contents and as well as activities of the training were adjusted whenever needed to match the diverse group of participants with varying levels of knowledge and experiences. Another example of innovation and flexibility was observed in the aquaculture sector. It was found that the training related to fisheries focused on the Giant Butter catfish culture but this variety of fish is not available in Thailand. Based on the discussion by the experts, a similar species of fish was selected for study which was closer to the Giant Butter Catfish and the learning was found relevant by the program participants.

The evaluators are of the opinion that involvement of sectoral experts from Thailand and Myanmar in the formulation stages of the program, more comprehensive interactions, regular monitoring, and reflection exercises would have further enhanced the relevance and innovation of program activities in each sector.

> *The program is rated as 3.5 for co-creating flexible and context-specific solutions. The capacity building activities were context-specific and some adaptations were also made in the approach. However, the program did not seem to focus much on innovations or creating new solutions.*

4.5 Enhancing the Volume, Scope, and Sustainability of Triangular Cooperation

Building partnerships is at the heart of triangular cooperation programs. It is expected that partners mobilize additional resources, networks, and institutions to enhance the volume, scope and sustainability of triangular cooperation programs. It was found that where the program was focused on three sectors at inception, the **aquaculture sector was added to the cooperation program** in 2017 considering the needs of Myanmar and enhancing the scope of the cooperation activities. This reflects the cordial relationship among the three countries and the commitment of Thailand and Japan to the goal of the program.

As the triangular cooperation program is aligned with the country policies of both Japan and Thailand towards Myanmar, they are **likely to continue the cooperation and work in new or existing areas based on the needs of Myanmar**. In order to further enhance the volume, effectiveness, and sustainability of the cooperation and development outcomes, Japan and Thailand can work closely with other international partners who are involved in the targeted sectors in Myanmar, involve local resource organizations and experts in order to build their capacities, and increase complementarity of the cooperation activities with the ongoing bilateral projects. It is also recommended to design future cooperation activities based on the findings and recommendations of this evaluation study.

> *The program is rated 5 as Aquaculture was added a new sector to the cooperation program based on the needs of Myanmar, contributing to enhancing the volume of cooperation.*

4.6 Achieving Global and Regional Development Goals through Strengthened Partnerships for Sustainable Development

Another important value-added of the triangular cooperation programs is that the partners involved contribute to achieving the Sustainable Development Goals (SDGs) by promoting more effective development cooperation and shaping a common understanding of international development. This program, with projects in four different sectors, and by involving diverse stakeholders, contributes either directly, indirectly, or through induced effects, to achieving **all the sustainable development goals**. And with

the triangular cooperation being the specific approach, the importance of **SDG 17** i.e. partnership for the SDGs is further highlighted by the program.

The program is rated as 4.5 for strengthening partnerships for sustainable development goals. The program involved diverse stakeholders and contributed to almost all the SDGs.

CHAPTER 5: ASSESSMENT OF BENEFITS OF THE PROGRAM TO THAILAND AND JAPAN

This chapter highlights some of the benefits the program has generated and is likely to generate for Thailand and Japan as donor countries. This section has been included in the evaluation based on the expectations of TICA and JICA. Even though this program appears to be based on altruistic motives and commitment to global humanitarianism with the explicit intention of supporting Myanmar in overcoming its development challenges, nevertheless, it is also expected to generate secondary benefits to Thailand and Japan as the donor countries. Considering the scope of this evaluation, a comprehensive assessment of the benefits of the program to the donor countries was not feasible. The evaluators, therefore, focused on gauging the perceptions of the program participants about Japan and Thailand based on their participation in the Triangular cooperation program. Additionally, based on the secondary data and information, some general benefits of the program to Thailand and Japan have also been examined.

5.1 Improvement in Perceptions of Japan and Thailand

As part of the online survey, the program participants were asked to rate the quality of the triangular cooperation program as an ODA from Thailand and Japan to Myanmar and the extent to which their participation in the program contributed to enhance their opinions of the two countries. As presented in figure 16, 89% of the respondents rated the program as being excellent or good, showing higher levels of satisfaction with the assistance program.

Figure 16. Perception of Program Quality
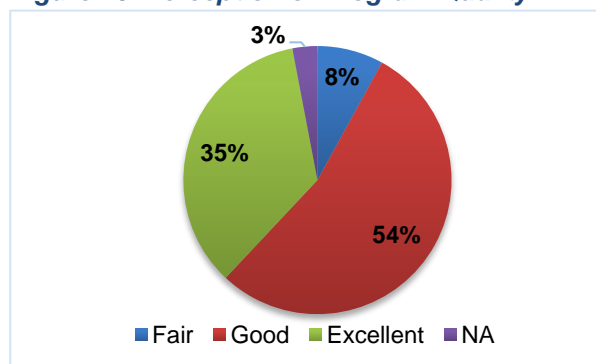
The majority of the respondents had participated in other interventions supported by Japan and Thailand as well. 22 out of 26 respondents shared they had participated in other projects supported by Thailand whereas 5 out of 22 respondents had participated in other projects funded by Japan.

When the respondents were asked whether their participation in the activities under the TICA/JICA Triangular Cooperation program improved their opinion of Japan and Thailand, more than half of the participants reported that the program significantly improved their perception of Thailand and Japan, reflecting their approval of official development assistance from the two countries (Figure 17).

Figure 17. Improvement in Opinions of Thailand and Japan
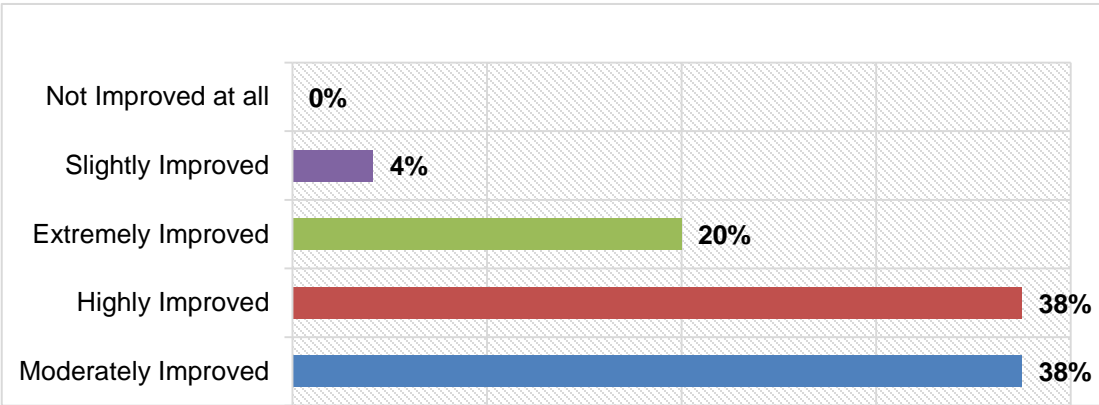
5.2 Secondary Benefits to Japan and Thailand

In addition to improvement in perceptions about the donor countries, official development assistance is expected to have other benefits to the donor countries. Aid is likely to promote commercial, trade, and investment opportunities (ODI 2017). It also serves as an instrument for shifting alliances, supporting economic interests and diplomatic agendas. The following are the potential benefits the triangular cooperation program could bring to Thailand and Japan:

a) **Improved Donorship Profile:** The evaluators are of the opinion that the triangular cooperation program contributes to raising the profiles and legitimacy of Thailand as an emerging donor and Japan as an established DAC donor on the global stage. The program also fosters institutional bonding and dialogue between the two countries and serves as an opportunity for Thailand to learn more from the experiences of Japan and add value to the ODA's mechanism.

b) **Improved quality of Trade Commodities:** Livestock is one of the important exports of Myanmar. Thailand imports live buffaloes and cows from Myanmar via

Mae Sot border crossing points. With improvements in FMD control in Myanmar, the livestock imported by Thailand will be safe to consume and serve to meet the demands of Thai consumers. Similarly, both Thailand and Japan import fisheries products from Myanmar. With improvements in aquaculture practices contributed by the program, the fisheries products imported by both the countries will meet the required quality standards.

c) **Skilled Human Resources for Thai and Japanese Investments in Myanmar:** Thailand and Japan have been making significant investments in Myanmar in different sectors. Thailand is currently the second-largest investor in Myanmar behind China. Considering the benefits of geographical location, cost, and availability of natural resources, the labor-intensive factories are being moved to Myanmar. The human resource development interventions such as the one supported by the triangular cooperation program will ensure that there is the availability of skilled human resources to meet the requirements of Thai and Japanese firms in Myanmar.

d) **Enhanced Tourism Experiences:** Myanmar has been a popular destination with Thai and Japanese tourists. In 2018 Thai and Japanese visitors constituted around 25% of total arrivals in Myanmar (MOHT)[16]. With improvements in hoteling and restaurant services and improved destination management contributed by the program, these visitors are likely to get better services and comfort leading to enhanced tourism experience and well-being. In the long-term, this could contribute to better people-to-people connectivity, cultural exchanges, and deepen regional integration and cooperation among the ASEAN countries.

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[16] https://tourism.gov.mm/statistics/arrivals-2019-january/

CHAPTER 6: IMPLEMENTATION GAPS AND LESSONS LEARNT

This chapter highlights some of the implementation gaps of the triangular cooperation program identified by the evaluators and as well as best practices and key lessons learned based on discussion with multiple stakeholders.

6.1   Implementation Gaps

The following major implementation gaps and challenges were identified during the evaluation.

a) Lack of Adequate Involvement of FERD/Myanmar Department in the Planning and Monitoring: It was found that where roles and responsibilities of TICA and JICA for the cooperation program were clearly specified through discussion meetings and the record of discussions signed by the head of each agency, FERD and/or concerned departments from Myanmar were not involved in the program in an organized way. Apart from the selection of participants and responding to the requests from TICA and JICA, they did not have specified roles in the program. The evaluators are of the opinion that the FERD and concerned departments from Myanmar could have been involved more effectively in the program, especially in the planning, finalization of curricula, and post-training monitoring and support to the participants.

b) Insufficient Monitoring and Evaluation Mechanism: As observed by the evaluators, the program was not supported by a well-functioning monitoring and evaluation system. Where an assessment of the participants' learning was conducted for some of the activities, results of the assessments were not available for most of the training. Moreover, there was no mechanism for post-training monitoring of the application of knowledge by participants. With a proper M&E system and plan in place, the effectiveness of the program could have been further enhanced.

c) Poor Documentation System: The program did not have a good documentation system in place. Training reports developed by the implementing agencies and training evaluations or assessments of the participants were not available for several training sessions. Moreover, there was no mechanism to share the available training reports with FERD or concerned departments in Myanmar.

d) Lack of Mechanism to Facilitate Utilization of Knowledge: It was found that the program did not have a mechanism to facilitate the participants to utilize the knowledge and skills gained from the training in their work. Where the participants were encouraged to utilize their learning, the evaluators feel that there should have been a proper mechanism to enable the participants to apply their learning by facilitating them to develop action plans and providing them technical assistance for implementation of their action plans. Considering that participants of international training from Myanmar are required to submit a learning report to their departments or organize some activities in their departments, it was a good opportunity to leverage on this mechanism and influence them to better utilize their learning in their work.

e) Over-loaded Training Curricula: A common issue highlighted by the participants from all the sectors was that the training curricula was over-crowded and too many topics were covered within the training period. According to the participants, it would have been more appropriate to cover some selected topics more comprehensively, especially in sectors such as hydrology where they had to learn about technical modeling topics.

f) Lack of Visibility of Program Activities: The evaluators found that the program did not have a strategic communication strategy or plan to increase the visibility of the program in the three countries. In view of the objective to make the program widely known to the public of the respective countries, the program should have followed a proper communication plan involving different channels such as social media and targeting different stakeholders including the public.

g) Inadequate focus on strengthening cooperation mechanisms: Triangular cooperation programs, in general, provide a great opportunity for the partners to share knowledge, learn jointly, exchange experiences, and strengthen partnerships. It was observed that there was not sufficient focus on facilitating learning from each other or sharing knowledge during the program period.

6.2 Best Practices

The evaluators identified the following best practices from the program which could be replicated in future programs.

a) **Selection of Relevant Participants:** For each training, there was a proper mechanism for the selection of participants based on the objectives of the training. A proper selection criterion was developed by the implementing agencies from Thailand and shared with the concerned departments in Myanmar based on which the participants for different training were selected. It was also found that for government officials in Myanmar to be eligible to attend international training, they have to go through a proper selection process including a written test. All these processes ensured the selection of relevant participants for the training.

b) **Involvement of Relevant Stakeholders in the Program:** It was found that diverse stakeholders from the three countries were involved in the program which significantly contributed to enhancing the relevance, efficiency, effectiveness, and coherence of the program. From the Thailand side, in addition to TICA, the involvement of RTE Myanmar contributed to streamlining the official processes with the Myanmar side. The Thai implementing agencies were also selected based on their relevant expertise and were aware of the context of the relevant sectors in Myanmar. The relevant departments from Myanmar were instrumental in identifying capacity needs and selecting appropriate participants. On behalf of Japan, JICA Thailand and JICA Myanmar ensured appropriate management of the development program and as well as complementarity of the program activities to the ongoing interventions of JICA in Myanmar. The combined knowledge and experiences of these stakeholders contributed to the effective management of program activities.

c) **Engagement with Sector Coordination Groups:** The evaluators are of the opinion that the existence of the SCGs in Myanmar provides a required mechanism for ensuring the coherence of the development program with the interventions of other development partners in the sector. There was some engagement of the triangular cooperation program with the SCGs which could be further enhanced in the future.

d) **Program Implementation Modality:** The program implementation modality was considered to be highly effective by the participants as well as high-level government officials from Myanmar. The opportunity to visit Thailand and attend a training program specifically designed to meet their capacity needs, blended with field visits to witness the practical examples served to enhance the learning as well as the

motivation of the participants. The training programs were also deemed as significant for implementing organizations from Thailand as it helped to showcase their capacities and achievements and develop a network with organizations in Myanmar.

e) **Strong Political Commitment:** The cooperation program was underpinned by the strong political will of Japan and Thailand. It was supported under their bilateral cooperation framework with both countries sharing a common vision of supporting the sustainable development of Myanmar. This commitment also served for the inclusion of Aquaculture as an additional sector in the cooperation program in 2017.

6.3 Lessons Learned

The evaluation highlighted the following key lessons learned from the program implementation.

a) **Program Working Group:** It has been learned that the program should have been guided by a working group or steering committee with representation of higher-level officials from the partnering agencies including TICA, JICA, and FERD. A working group with specified roles and responsibilities would have formalized the processes and made the cooperation mechanism more effective and inclusive. It would have also provided a mechanism for Myanmar to be involved in all the decision-making processes and enhanced the sense of ownership as well.

b) **Involvement of Sectoral Experts in Program Formulation**: It was also learned that the involvement of sectoral experts in the program formulation would have contributed to enhancing the relevance of the program to the specific needs of the sectors in Myanmar.

c) **Program Implementation Plan**: Developing a program implementation plan for the whole program with the involvement of all key stakeholders would have clarified the roles and responsibilities of all the parties involved and contributed to expediting the official process in Myanmar.

d) **Joint-learning Mechanism:** It was also learned that the triangular cooperation program also presented a great opportunity for joint-learning, exchanging experiences, sharing knowledge, and promoting capacity building for all the partners. To promote joint learning during the cooperation period, the partners can develop a mechanism to work

together throughout the cooperation, follow a learning agenda and include joint learning and reflection activities in the implementation plan with a dedicated budget.

CHAPTER 7: CONCLUSION AND RECOMMENDATIONS

This chapter presents the conclusion of the final evaluation of the program and recommendations for future programs.

7.1 Conclusion

The TICA/JICA Triangular Cooperation Program for Myanmar was implemented to upgrade the capacities and knowledge of stakeholders from the targeted sectors in Myanmar so that in the long-term this will help in overcoming the development challenges faced by Myanmar and narrow the development gap among ASEAN member countries. The program was found to be well aligned to the Economic Policy and sustainable development plan of Myanmar and the sectoral plans and strategies of the targeted sectors. The program was also consistent with the ODA and country policy of Japan and Thailand. Moreover, it was rated very relevant by the program participants. During the course of the implementation, the synergies and interlinkages of the TICA/JICA triangular cooperation program with the ongoing interventions of TICA and JICA were taken into consideration and supported by the institutional arrangements of the two agencies. And the coordination with the Sector Coordination Groups in the targeted sectors served to harmonize the program with the interventions of other development partners. Although the program did not have a detailed implementation plan, the strong coordination and communication among the partners helped in completion of activities within the cooperation period and the implementation arrangements were found to be highly satisfactory by the program participants. The program was also found to be effective in enhancing the capacities of the stakeholders from different sectors and most of the participants were able to utilize the knowledge and skills gained from the training in their work, leading to significant changes in their own behavior and practices and improvement in performances in their organizations and sectors. Moreover, instances of enhanced engagement with the end beneficiaries based on the learning from the program were also observed. With the enhanced capacities contributed by the program, it is expected that the sector stakeholders will be in a better position to respond to the external shocks such as the Covid-19 pandemic. Moreover, with the increased capabilities and motivation from the participants, enhanced sense of ownership from government officials and

commitment from TICA and JICA, the program is likely to contribute to creating favorable conditions for sustainable development in Myanmar.

The triangular cooperation mechanism, being the core modality of the program, was guided by a formal agreement among the three partner agencies. The partner agencies shared responsibilities and exerted ownership of the program, contributing to the program with their complementary strengths. The partners also maintained strong coordination and communication and also increased the scope of their cooperation with the addition of aquaculture as a new sector to the program. However, the 'partnership building' aspect was not explicitly integrated into the program with no specific activities to strengthen partnership or promote learning and collaboration.

7.2 Recommendations

Based on the findings and the lessons learned from the evaluation, the evaluators put forward the following recommendations to the cooperation partners. They are intended to be useful for future cooperation programs and strengthening partnerships among the partners.

7.2.1 Recommendations regarding Relevance

- To enhance the relevance of programs in the future, the design of the programs should encompass an integrated capacity-building approach focusing on four levels i.e. individual, organizational, system (enabling environment), and community level.
- The need assessment exercise should be conducted in a more structured way through a survey, key informant interviews, or focused group discussions with the targeted beneficiaries and with the involvement of relevant sectoral experts in the process. Such need assessments should also identify the existing capacities on which to build the program interventions.
- It is suggested that there should be more discussions between the Thai implementing agencies and concerned departments in Myanmar during the curricula development

process so that the contents are properly tailored to the needs of the sector in Myanmar.

- The program should be guided by a theory of change and results framework and the intended results at different levels should be properly specified along with the indicators.

- The program should also have a proper monitoring and evaluation plan specifying the information needs of different stakeholders and the roles and responsibilities of partner agencies for monitoring, evaluation, and reporting activities.

7.2.2 Recommendations regarding Coherence

- There are mechanisms in place in TICA and JICA to ensure the internal coherence of program interventions which could be further strengthened.

- To ensure the complementarity and harmonization of future programs with the interventions of other donors, the coordination with the Sector Coordination Groups should be further strengthened. And to avoid duplication of efforts and inefficient use of resources from various development partners, the smooth functioning of the SCGs should be ensured by DACU.

7.2.3 Recommendations regarding Effectiveness

- To ensure the effectiveness of the program in the future, a proper results framework should be developed for the program, specifying intended results at the different levels i.e. individual, organizational, system, and community level. Moreover, results at the medium-term and long-term should also be spelled out in addition to short-term results.

- For all the capacity building activities, participants should be facilitated to develop action plans for implementation in their organizations. These action plans should be aligned with their professional work and their supervisors should be involved in the monitoring of the action plan's implementation. This will better complement the mechanism in Myanmar where the training participants are required to utilize their learning and submit a report to their supervisors.

- There should also be a mechanism to provide post-training technical and financial assistance to the program participants for the implementation of their action plans. They should also be encouraged to share the progress of their action plan with the program steering committee.

- To improve the effectiveness of the program, the training curricula should include an appropriate number of topics taking into consideration their utility for the program participants.

7.2.4 Recommendations regarding Efficiency

- To improve the overall guidance, management, and coordination of the program activities, the program design, and implementation should be guided by a program working group or steering committee, consisting of representatives from all the coordinating agencies and with clear roles and responsibilities.

- The program should also follow a detailed program implementation plan for the whole cooperation period, developed in consultation with all the partner agencies, and listing all different types of activities along with a timeline. This will contribute to further enhancing the efficiency of program activities.

- In addition to training in Thailand, sending experts to Myanmar to provide technical assistance to the targeted organizations or communities should also be considered.

- The program should also consider developing collaborations of the Thai implementing agencies with the training institutions in the targeted sectors in Myanmar. Moreover, for capacity building activities, local experts from the government departments, universities, and training institutions can also be targeted that will help in building a critical mass of trained personnel from diverse segments of the targeted sectors.

- The program should have a strong documenting and reporting system and progress reports should be shared with the relevant agencies, and departments to update them about the progress and sustain their interest in the program.

7.2.5 Recommendations regarding Impact

- To ensure that the program contributes to generating significant higher-level effects in the targeted sectors in Myanmar, the program should focus working on the multiple levels of influence including the individual, organizational, systems, and community level.
- It is also recommended that the targeted stakeholders should have continued access to demand-driven and focused capacity interventions and increased access to opportunities to utilize their learning.

7.2.6 Recommendations regarding Sustainability

- To ensure the sustainability of the program, sustainability issues related to the institutional, financial, and social dimensions, and how to resolve them should be included in the program design.
- To enhance the sustainability of the program results, ownership of the relevant stakeholders in Myanmar including FERD and concerned departments should be strengthened by involving them more in the decisions related to program design, implementation, and monitoring.
- The program participants should be linked to existing bilateral initiatives of JICA, TICA, or other donor agencies in Myanmar where applicable.

7.2.7 Recommendations regarding Triangular Cooperation Mechanism

- To strengthen the triangular cooperation among the partners, the value-added of triangular cooperation should be incorporated into the program design. The program should have well-formulated partnership objectives and activities to contribute to those objectives. Moreover, partnership specific results, along with indicators should be included in the overall program results framework.
- To enhance the sense of ownership and trust among the partner countries, a program working group or steering committee should be established, with representation from all the countries and all the decisions should be made in consultation. The partners

should also develop joint documentation, monitoring, and reporting mechanism. The in-kind contributions made by Myanmar such as staff-time, office resources, and others should be recorded in monetary value to highlight its contribution.

- To further promote complementarity and coordination, the program should involve local experts from Myanmar and provide them an opportunity to work closely with the experts from Thailand or Japan.

- There should be a mechanism to share knowledge, learn jointly, and exchange experiences among the partners under the triangular cooperation program. The program should also consist of joint-learning activities with a specified budget in the program plan. Moreover, efforts should be made to feed the lessons learned and enhanced capacities into future activities.

- The partnering agencies should promote new ideas and co-create flexible and innovative solutions for development challenges in Myanmar. Moreover, successful experiences and good practices should be promoted and disseminated.

- The programs in the future should involve and engage diverse stakeholders including universities, training institutions, civil society, and local governments.

ANNEXES

Annex 1. List of Activities under TICA/JICA Triangular Cooperation Program for Myanmar

Activities	Month/Year	Implementing Agencies
1. Tourism Sector		
Training on Front Office Management and Operations	Sep 27-Oct 3, 2015	Dusit Thani College
Training on Restaurant Services	Oct 4-Oct 10, 2015	
Follow-up Mission by TICA, JICA, Dusit Thani College	Jun 2016	TICA, JICA, Dusit Thani College
Training on Front Office Management for Hotel and Resort	Dec 13-17, 2016	Dusit Thani College
Training on Restaurant Management	Dec 13-17, 2016	
Study Visit on Tourism Promotion for Sustainable Development	Aug 27-Sep 2, 2017	TICA/JICA/TAT + others
2. Disaster Prevention and Management		
Training on Hydrology (Advance Flood Forecasting, Flash Flood Forecasting, Remote Sensing and GIS Application in Hydrology)	Jan 18-Feb 17, 2016	Thai Meteorological Department (TMD), Royal Irrigation Department (RID), Department of Disaster Prevention and Mitigation (DDPM)
Training on Hydrology (Advance Flood Forecasting, Flash Flood Forecasting, Remote Sensing and GIS Application in Hydrology)	Nov 1-30, 2016	
Training on Water Management and Hydrology	Nov 19-30, 2017	Royal Irrigation Department (RID)
3. Foot and Mouth Disease		
Study visit of the Livestock Breeding and Veterinary Department Myanmar to Thailand to observe FMD free zone	Mar 29-Apr 3, 2015	Department of Livestock Development, Thailand

Activities	Month/Year	Implementing Agencies
Joint Mission to Myanmar to enhance cooperation on FMD control by TICA, JICA, DLD	Aug 3-6, 2016	Department of Livestock Development, Thailand, TICA, JICA
Training on animal quarantine management and legislation of animal movement control	May 14-21, 2017	Department of Livestock Development, Thailand
Training on FMD laboratory diagnosis and vaccine monitoring	May 18-26, 2017	
4. Aquaculture		
Training on Technology transfer for Giant Butter Catfish Culture	Sep 24-Oct 14, 2017	Department of Fisheries, Thailand
Training on Technology transfer for Marine Shrimp Culture	Sep 24-Oct 14, 2017	
Training on Intensive Technology Transfer for Giant Butter Catfish Culture	Feb 3-22, 2019	
Training Course on Marine Shrimp Culture Technology	Jan 13-Mar 13, 2019	
Training on Technology Transfer for Produce Live Aquatic Feeds for Giant Butter Catfish	Feb 16-29, 2020	

Annex 2. List of Interview Respondents

#	Name	Position	Organization	Country	Sector
1	Dr. Aung Moe Chai	Deputy DG	FERD	Myanmar	Program Management
2	Ms. Chidchanok Malayawong	Senior Development Cooperation Officer	TICA	Thailand	Program Management
3	Ms. Piyavan Rakpanich	Development Cooperation Officer	TICA	Thailand	Program Management
4	Ms. Siwalee Wongkantee,	Development Cooperation Officer	TICA	Thailand	Program Management
5	Ms Vitida Sivakua	Development Cooperation Officer (former 1st Secretary RTE, Yangon)	TICA	Thailand	Program Management
6	Mr. Hajime Matsuoka	Senior Representative	JICA Myanmar	Japan	Program Management
7	Mr. Win Ko Ko	Program manager	JICA Myanmar	Myanmar	Program Management
8	Mr. Miyoshi Katsuya	Program Formulation Advisor	JICA, Thailand	Thailand	Program Management
9	Ms. Thinzar Aung	Program Officer	JICA Myanmar	Myanmar	Program Management
10	Dr. Kyaw Moe Oo,	Director General	Department of Meteorology and Hydrology	Myanmar	DPM
11	Ms. Thin Win Khaing	Deputy Superintendent	Department of Meteorology and Hydrology	Myanmar	DPM
12	Ms. Win Nwe Oo	Deputy Superintendent	Department of Meteorology and Hydrology	Myanmar	DPM
13	Ms. Thinzar Nwe	Deputy Superintendent	Department of Meteorology and Hydrology	Myanmar	DPM
14	Mr. Wanna Swe Oo	Senior Observer	Department of Meteorology and Hydrology	Myanmar	DPM
15	Ms. Zin Nwe Thann	Junior Observer	Department of Meteorology and Hydrology	Myanmar	DPM

#	Name	Position	Organization	Country	Sector
16	Mr. Kyaw Min Hlaing	Senior Observer	Department of Meteorology and Hydrology	Myanmar	DPM
17	Ms. War War Khaing	Senior Observer	Department of Meteorology and Hydrology	Myanmar	DPM
18	Mr. Tun Tun Naing	Junior Observer	Department of Meteorology and Hydrology	Myanmar	DPM
19	Ms. Aye Chan Moe	Senior Observer	Department of Meteorology and Hydrology	Myanmar	DPM
20	Mr. Zaw Myo Khaing	Deputy Superintendent	Department of Meteorology and Hydrology	Myanmar	DPM
21	Mr. Thet Zaw Shein	Staff Officer (Civil)	Irrigation and Water Utilization Management Department	Myanmar	DPM
22	Mr. Aung Myat Linn	Staff Officer (Civil)	Irrigation and Water Utilization Management Department	Myanmar	DPM
23	Mr. Saw Thet Khine Win	Director	Irrigation and Water Utilization Management Department	Myanmar	DPM
24	Mr. khin Maung OO	Assistant Director	Irrigation and Water Utilization Management Department	Myanmar	DPM
25	Mr. Kyaw Myo Thwin	Staff Officer (Civil)	Irrigation and Water Utilization Management Department	Myanmar	DPM
26	Mr. Than Myo Oo	Assistant Director	Livestock Breeding and Veterinary Department	Myanmar	FMD
27	Ms. Theint Su Su Htet	Research Officer	Livestock Breeding and Veterinary Department	Myanmar	FMD
28	Mr. Htun Htun Win	Research Officer	Livestock Breeding and Veterinary Department	Myanmar	FMD
29	Ms. Min Sa	Research Officer	Livestock Breeding and Veterinary Department	Myanmar	FMD
30	Dr.Ye Tun Win	DG	Livestock Breeding and Veterinary Department	Myanmar	FMD
31	Mr. Aung Naing Oo	Fishery Officer	Department of Fisheries	Myanmar	Aquaculture
32	Ms. Yi Yi Cho	Fishery Officer	Department of Fisheries	Myanmar	Aquaculture
33	Mr. Kyaur Tun Zan	Fishery Officer	Department of Fisheries	Myanmar	Aquaculture

#	Name	Position	Organization	Country	Sector
34	Mr. Naing Win Thein	Deputy Director	Department of Fisheries	Myanmar	Aquaculture
35	Ms. Mya Mya Sint	Fishery Officer	Department of Fisheries	Myanmar	Aquaculture
36	U Myint Zin Htoo	DDG	Department of Fisheries	Myanmar	Aquaculture
37	Daw Kin Than Win	DDG	Department of Hotel and Tourism	Myanmar	Tourism
38	Mr. Hla Myint	Director for International and regional Cooperation	Department of Hotel and Tourism	Myanmar	Tourism
39	Ms. Khin May Soe	Deputy General Manager	The Floral Breeze Hotel/Akesha hotel Bagan	Myanmar	Tourism
40	Ms. Kyi Kyi Swe	Assistant Manager	Kempinski Hotel	Myanmar	Tourism
41	Mr. Zayar Linn	Food and Beverage Manager	Bagan Thande Hotel	Myanmar	Tourism
42	Mr. Phyo Wai Linn	Assistant Director	Tourism Promotion Department	Myanmar	Tourism
43	Mr. Narathip Wattanaparb	Lecturer	Dusit Thani College	Thailand	Tourism
44	Ms. Jongit Kha	Lecturer	Dusit Thani College	Thailand	Tourism
45	Ms.Nipaporn	Director Public Relations Office	Dusit Thani College	Thailand	Tourism
46	Dr. Prontipa Rojanasang	Coordination Officer	Department of Livestock Cooperation, Division of International Livestock Cooperation	Thailand	FMD
47	Ms. Sotharat Insawang	Director	Agrometeorological Subdivision	Thailand	DPM
48	Ms. Aunchalee Kownaruemi,	Officer	Department of Fisheries, Inland Aquaculture Research and Development Division	Thailand	Aquaculture

Annex 3. Basic Guiding Questions based on DAC Criteria

Evaluation Criteria	Guiding Questions
Relevance	*The extent to which the program objectives and design respond to beneficiaries', country and partner's needs, policies, and priorities, and continue to do so if circumstances change.*
	To what extent did the program comply with development policy and plans of Myanmar, and policies of Japan and Thailand?
	How important was the program for the targeted beneficiaries and to what extent it addressed their needs and interests?
	Were the activities and outputs of the projects consistent with the intended goal and objectives?
	How effective were the program M&E systems that were in place?
Coherence	*The compatibility of the intervention with other interventions in a country, sector or institution.*
	Were there synergies and interlinkages between the intervention carried out under the Triangular Cooperation framework and other interventions carried out by Thailand, Japan or Myanmar?
	Were the program activities consistent with the projects/programs of other development agencies in Myanmar?
Effectiveness	*The extent to which the program achieved or is expected to achieve, its objectives and its results.*
	To what extent were the objectives of the project achieved?
	What major factors influenced the achievement or non-achievement of the objectives?
	To what extent were the targeted groups reached?
	Were outputs and outcomes achieved?
	Were achieved outputs and outcomes directly linked to activities?
Efficiency	*The extent to which the program delivers, or is likely to deliver, results in an economic and timely way.*
	How efficient were the program management, facilitation and coordination mechanisms?
	How efficient were the implementation processes of the program?
	Were activities implemented under the program cost-efficient?
	Were deliverables achieved on time and in budget?
Impact	*The extent to which the program has generated or is expected to generate significant positive or negative, intended or unintended, higher-level effects.*
	What has happened as a result of the project?

Evaluation Criteria	Guiding Questions
	What real differences has the project made to the beneficiaries? What are the positive and negative, intended and unintended effects?
	What political, economic, scientific, technological effects have been seen because of the project/program?
Sustainability	***The extent to which the net benefits of the program continue, or are likely to continue***
	What were the major factors which influenced the achievement or non-achievement of sustainability of the program?
	To what extent will activities, results and effects be expected to continue after donors' support ends?
	To what extent did the project reflect on and considered the factors which, by experience, have a major influence on sustainability like, e.g. economic, ecological, social, political and cultural practices?
	How self-supported are the local partners/beneficiaries? To what extent the local leadership and ownership have been strengthened?
	Are partners committed financially and with human resources to the vision or objectives of the program?

Annex 4. List of Documents Reviewed

S.No	Name of Document	Type (Program/External)
1	General Agreement Between FERD, TICA and JICA on Japan-Thailand-Myanmar Triangular Development Cooperation	Program
2	Record of Discussions Between TICA and JICA on TICA/JICA Triangular Cooperation Program for Myanmar	Program
3	General Information on Training, Curricula, Available Training Evaluations, Training Reports, Application and List of Participants (all available documents)	Program
4	Economic Policy of the Union of Myanmar	External
5	Myanmar Sustainable Development Plan (2018 – 2030)	External
6	Myanmar Tourism Master Plan (2013-2020)	External
7	Greater Mekong Subregion Tourism Sector Strategy 2016–2025	External

S.No	Name of Document	Type (Program/External)
8	Myanmar Responsible Tourism Policy (MRTP)	External
9	ASEAN Tourism Strategic Master Plan 2016-2025	External
10	Agricultural development Strategy and Investment Plan (2018-2023)	External
1	Animal Health and Development Law 1993	External
12	Action Plan on Disaster Risk Reduction (MAPDRR) 2016-2020	External
13	Myanmar Climate Change Strategy (2018-2030)	External
14	National Aquaculture Development Plan (2019 – 2023)	External
15	Study Report by Yangon Stock Exchange on Tourism	External
16	World Economic Forum (WEF) The Travel and Tourism Competitiveness report 2015	External
17	Tourism Sector Assessment report ADB	External
18	Myanmar Agricultural Statistics	External
19	Young, JR, et al. 2013. "Assessment of Financial Impact of Foot and Mouth Disease on Smallholder	External
20	A history of FMD research and control programs in Southeast Asia: lessons from the past informing the future (Stuart et.al 2019)	External
21	Assessing climate risk in Myanmar-summary for policymakers and planners (Radley Horton, et.al 2017)	External
22	Country Report of Myanmar 2018, Department of Disaster management Ministry of Social Welfare, Relief and Resettlement, Republic of the Union of Myanmar	External
23	UNEG ethical guidelines	External
24	Thai ODA Report 2007	External
25	MoU between Thailand and Myanmar on Development Cooperation, 2012	External
26	Nay Pyi Taw Accord for Effective Development Cooperation	External
27	ODI Report 2017: Why do countries become donors? (Nilima Gulrajani and Liam Swiss)	External

S.No	Name of Document	Type (Program/External)
28	JICA Assistance Policy Document	External
29	Thailand-Myanmar MOU on Development Cooperation in Myanmar	External
30	Thailand's ODA strategic Framework, TICA (2007)	External
31	Toolkit for Identifying, Monitoring and Evaluating the Value Added of Triangular Co-Operation (OECD)	External
32	Thailand Official Development Assistance (ODA) Report 2007–2008	External
33	Basic Policy of Japan's Assistance to Myanmar	External
34	Myanmar Tourism Statistics	External
35	Memorandum on Japan – Thailand Partnership Programme In Technical Cooperation (Phase 2)	External

Annex 5. Schedule of Evaluation Activities

#	Evaluation Activities	Apr-20	May-20	Jun-20	Jul-20	Aug-20	Sep-20	Oct-20	Nov-20	Dec-20
1	Review program documents, and secondary literature	▦		▦						
2	Finalize methodology and data collection tools in consultation with TICA and JICA		▦			Revised Methodology				
3	Conduct online survey with program participants from Myanmar			▦				▦		
4	Interview with implementing agencies from Thailand		▦	▦		▦				
5	Online Survey with TICA, JICA and FERD							▦	▦	
6	Online Interviews with program participants and other stakeholders from Myanmar including appointment						▦	▦		
7	Online Interviews with TICA, JICA Myanmar, RTE Myanmar and JICA Thailand					▦	▦			
8	Data analysis, interpretation and report writing							▦	▦	
9	Submit draft report to TICA and JICA								▦	
10	Feedback and comments on the draft report from TICA and JICA								▦	
11	Submit final draft of evaluation report to TICA and JICA									▦

Annex 6. Evaluation Matrix for Program Performance

	Evaluation Questions	Findings rating					Rating Summary	Source of Information
		1	2	3	4	5		
1	**Relevance**	Low ➡ High						
1.1	Did the program support the vision of the Myanmar government and was in-line with the sectoral plans and strategies?					5	The triangular cooperation program was well aligned with the National Economic Policy and the Myanmar Sustainable Development Plan (2018 – 2030) as well as the development plan and strategies of the four targeted sectors. The program was aligned both in terms of the capacity building approach as well as the sectoral outcomes for each program sector.	Review of Myanmar Sustainable Development Plan and sectoral plans and strategies.
1.2	Did the program respond to the needs of different stakeholders from the targeted sectors?				4		The evaluation for this question is rated as 4 based on the responses of stakeholders to the online survey who found the program to be highly relevant. The specific needs were identified by the relevant departments from Myanmar. However, there should have been further consultation during the curricula development process so that the contents could have been further tailored to the needs of stakeholders from Myanmar.	Online Survey, Documents Review, IDIs
1.3	Did the program support the vision of Thailand and Japan and in-line with the existing policies/agreements?					5	The program was consistent with Japan's Economic Cooperation Framework with Myanmar, ODA's policy of Thailand and Japan, Memorandum on development cooperation between Thailand and Myanmar and as well as Memorandum on Japan-Thailand Partnership Programme (JTTP).	Review of the policy documents
1.4	Were the activities of the program consistent, and well correlated with the overall goal, objectives and intended results?			3			The program was not guided by a specified logic model (theory of change/results framework/logical framework) that would have demonstrated the program impact pathways. It only focuses on improvement in capacities.	Review of Program documents

	Evaluation Questions	Findings rating					Rating Summary	Source of Information
		1	2	3	4	5		
1.5	How effective were the program M&E systems that were in place?		2				The project did not have an M&E framework, results statements or indicators. Improvement in knowledge and skills of the participants were measured for some of the training but were not available for all the training.	Review of Program documents
	Total Relevance Score and Rating		19		3.8			
2	**Coherence**							
2.1	Were the program activities coherent with the other interventions carried out in the same sectors by Japan and Thailand in Myanmar?				4		It was found that there are established processes and mechanisms in the institutional arrangements of TICA and JICA that contributed to ensuring that the activities under the triangular cooperation program complement their ongoing interventions and avoid duplication of efforts and resources.	Document reviews of JICA project, IDIs with TICA and JICA
2.2	Were the program activities complementing and in coordination with the projects/programs of other development agencies in the targeted sectors?				4		Sector Coordination Groups (SCGs) have been established by the Government of Myanmar and agreed upon by development donors, to ensure effective coordination at the sector/thematic level and to promote development effectiveness and coherence in Myanmar. SCGs provide the required mechanism to strengthen the coherence of programs in different sectors.	Document reviews of other donor projects, IDIs, and review of the Nay Pyi Taw Accord for Effective Development Cooperation
	Total Coherence Score and Rating		8		4			
3	**Effectiveness**							

	Evaluation Questions	Analysis of Data						
		Findings rating					Rating Summary	Source of Information
		1	2	3	4	5		
3.1	To what extent the program activities contributed to increasing the knowledge and skills of participants?				4		Around 70% of the respondents of the online survey reported that their knowledge or skills highly or extremely improved because of their participation in the program activities. The program also covered a significant number of participants from diverse backgrounds,	Online survey, Program documents
3.2	To what extent the participants were able to apply their knowledge and skills learned from the training and learning visits?				4		Around 97% of the respondents were able to apply the knowledge and skills gained from the program based on the online survey, with 70% reporting utilizing their learning often or frequently.	Online survey
3.3	Were there any significant results of the application of knowledge and skills?			3			A number of significant changes in the organizational and sector level were reported by the participants as contributed by the program. On average, each respondent reported 3 types of effects generated by the program at the organizational level.	Online survey, Interviews
	Total Effectiveness Score and Rating	11			3.7			
4	Efficiency							
4.1	How efficient were the program management, facilitation, and coordination mechanism?			3			The program was guided by an MOU and a written general agreement signed by all the agencies involved, outlining the program approach and broader roles of each partner in the program. The partners maintained strong coordination and communication throughout the project activities. However, the program could have been improved by involving Myanmar agencies more effectively and integrating the follow-up mechanisms and post-training assistance.	Review of program document, IDIs

	Evaluation Questions	Analysis of Data							
		Findings rating					Rating Summary		Source of Information
		1	2	3	4	5			
4.2	Was budget utilization of the program done efficiently?				4		Although there was no specified budget for the whole project, TICA and JICA shared the costs on an equal basis and tried to manage the budget according to the activities.		Program costs estimate sheet, IDIs
4.3	Were the activities implemented as planned/expected and on time?			3			The program did not have a detailed implementation plan, which somehow delayed the approval processes in Myanmar. Activities were planned on a yearly basis by the coordination of the agencies involved.		Program documents, IDIs
4.4	How efficient were the implementation processes of the program				4		The program implementation processes were rated as highly satisfactory by the program participants.		Online Survey
	Total Efficiency Score and Rating	14			3.5				
5	Impact								
5.1	What are the significant higher level changes the program has generated or is expected to generate?			3			Early signs of changes in the sector level contributed by the program have been observed. Moreover, instances of improved interaction and services to the targeted community and service-recipients were also reported which are likely to generate enhanced participation and encourage the practice of desirable behavior in the targeted groups		In-depth Interviews
	Total Impact Score and Rating	3			3				
6	Sustainability								

	Evaluation Questions	Analysis of Data							
		Findings rating					Rating Summary		Source of Information
		1	2	3	4	5			
6.1	What is the likelihood that the application of knowledge and skills gained from the activities will sustain overtime, beyond the cooperation?				4		Most of the program participants are still working with the same organizations or sector, and several of them have also been involved in bilateral projects with JICA. Some of the participants were also motivated to go for higher studies in relevant sectors However, several of the participants have moved on to other roles.		IDIs with program participants and Government officials
6.2	What initiatives have been taken to support the utilization of knowledge and skills to achieve more tangible outcomes in the future?			3			The program did not have any sustainability plan in place as part of the program design. And the evaluators did not find any deliberate initiatives by the involved agencies to contribute to the sustainability of the program's achievements. However, at personal level the program participants seem to be motivated to continue using their knowledge and skills gained from the program.		Project Documents, Interviews
6.3	Is there a plan in place to build on the achievements of the interventions completed?		2				With TICA and JICA considering supporting the next phase of the triangular cooperation, it is likely that achievements of the first phase could be built on. However, no specific plan was shared by government agencies from Myanmar.		Interviews
	Total Sustainability Score and Rating		9		3.0				

Annex 7. Evaluation Matrix for Cooperation Mechanism

	Evaluation Questions	Findings rating					Rating Summary	Source of Information
		1	2	3	4	5	Analysis of Data	
1	**Building Ownership and Trust**	Low ➡ High						
1.1	To what extent partners involved in the cooperation exerted ownership of the program?				4		All the partners contributed resources to the program, with Myanmar contributing resources in kind through staff-time. Participants reported trusting each other and felt being valued in the cooperation.	Online Survey and In-depth Interviews
1.2	To what extent partners took responsibility for program management and implementation?			3			Where roles and responsibilities of TICA and JICA were clearly specified through a written agreement, the role of Myanmar being the recipient country was not very prominent in the program management and implementation.	Documents Review, IDIs
	Total Score and Rating	7			3.5			
2	**Promoting Complementarity and Increasing Coordination in Development Cooperation**							
2.1	To what extent the partners made use of their complementary strengths to achieve development results?					5	With the involvement of TICA, JICA Thailand, JICA Myanmar, and Royal Thai Embassy and the FERD, all the partners contributed through their specified roles.	Program document reviews and IDIs with TICA, JICA, FERD
2.2	To what extent the partners ensured the diversity of perspectives in program management?				3.5		It was found that where there were regular communication and discussions between JICA Thailand and TICA, the Myanmar agencies including FERD were not actively involved in discussions related to program management.	Program document reviews and IDIs with TICA, JICA, FERD
	Total Score and Rating	8			4			

	Evaluation Questions	Findings rating					Analysis of Data	
							Rating Summary	Source of Information
		1	2	3	4	5		
3	**Sharing Knowledge and Learning Jointly**							
3.1	Did the program ensure sharing knowledge and joint-learning?		2				Although policy dialogues are organized on annual basis between JICA and TICA, there was no specific mechanism for facilitating joint-learning or sharing knowledge during the program period for all three partners for this cooperation program.	Program document reviews and IDIs with TICA, JICA, FERD
3.2	Did the program promoted capacity building among all the partners?			3			Where the partners acknowledged learning from others to some extent, there was no structured or institutionalized way to ensure capacity building for everyone as part of the program.	Program document reviews and IDIs with TICA, JICA, FERD
	Total Score and Rating		5		2.5			
4	**Co-creating solutions and flexibility**							
4.1	To what extent activities organized under the program were context-specific?				4		The capacity building initiatives were tailored to the specific needs of stakeholders from Myanmar. And the Thai implementing agencies were aware of the specific needs of each sector. However, there could have been more discussion during the curricula development.	Program document reviews and IDIs with TICA, JICA, FERD
4.2	T what extent partners were open to adapting program activities?			3			Some instances of adaptation of program activities were reported by the implementing agencies.	Program document reviews and IDIs with TICA, JICA, FERD
	Total Score and Rating		7		3.5			

	Evaluation Questions	Analysis of Data						
		Findings rating					Rating Summary	Source of Information
		1	2	3	4	5		
5	**Enhancing the Volume, Scope and Sustainability of Triangular Cooperation**							
5.1	Did the partners mobilized additional resources to enhance the volume and scope of the cooperation?					5	Aquaculture was included as an additional sector in the cooperation program in 2017.	Program document reviews and IDIs with TICA, JICA, FERD
	Total Score and Rating	5			5			
6	**Achieving Global and Regional Development Goals through Strengthened Partnerships for Sustainable Development**							
6.1	To what extent the program promoted multi-stakeholder approach to cooperation contributing to the achievements of SDGs?					4.5	This program, with projects in four different sectors, and by including diverse stakeholders, contribute either directly, indirectly, or through induced effects, to achieving all the sustainable development goals	Program document reviews and IDIs with TICA, JICA, FERD
	Total Score and Rating	4.5			4.5			

Annex 8. Evaluation Tools

Tool 1: Questionnaire for Program Participants (Aquaculture)

1. **Respondent Information:**

Sector:	
Name of Respondent:	
Gender:	
Organization:	
Position:	
Division/Township/City:	
Email:	
Tel./Mob. #	
Date of Interview:	
Interview Duration (Mins)	
Interviewer:	

2. **Training/Activities Participated:**
   Could you please share with us name of the activities/trainings you participated and when this training/activity was organized?

	Activities/Training	Date
1		
2		

3. Assessment of Relevance:

Main Questions	Secondary/Follow-up Questions
1. What were the major capacity needs you were facing before attending the training in Thailand? And how this lack of capacity affected your work or the work of your organization?	1.1 Was there any assessment to identify the training needs?
2. How did your participation in the training program addressed your or your organization's capacity needs?	

4. Assessment of Effectiveness:

Main Questions	Secondary/Follow-up Questions
1. Do you think the project activities contributed to improve your professional knowledge and skills? If yes, what specific knowledge and skills were improved?	
2. Following the training activities in Thailand, what specific knowledge and skills you have been able to apply in your work? How did you apply it?	
3. Learning from the training in Thailand, have you been able to change or improve anything in your organization? If yes, could you please share? If no, what were the reasons?	

S.No	Expected Changes	Existed Before the Program(Y/N)	Exist After the Program (Y/N)	Changes due to the Program (Y/N)	If existed before, any improvements due to the Program (Y/N)
A	Established technical cooperation between Thailand and Myanmar				
B	Network of fisheries researchers in the field of aquaculture between Thailand and Myanmar				
C	Developed Giant Butter catfish culture in Myanmar				
D	Initiatives to conserve the Giant Butter Catfish in its habitat				
E	Initiated breeding of Giant Butter catfish for aquaculture purpose.				
F	Organized research on habitats, biology, reproduction and stock assessment of Giant Butter Catfish				
G	Sustainable management practices followed including fishing technology and conservation technology of Giant Butter Catfish				
H	Research and commercial practices for induced breeding and rearing technology of Giant Butter Catfish and dissemination technology and training for local fish farmers				
I	Promoted sustainable development of marine shrimp culture in Myanmar				

S.No	Expected Changes	Existed Before the Program(Y/N)	Exist After the Program (Y/N)	Changes due to the Program (Y/N)	If existed before, any improvements due to the Program (Y/N)
J	Promotion/adoption of social responsibility, shrimp farming standards and the concept of good aquaculture practices (GAP)				
K	Improved the production of shrimp seeds from DoF hatcheries				
L	Provided good quality shrimp seeds to farmers				
M	shrimp culture system developed for small scale shrimp farmers, food security and food safety.				
N	Developed standard for "Good Aquaculture Practices for Marine Shrimp Farms", based on information from the successful demonstration of Thai national voluntary standards on "Good Aquaculture Practice (GAP) in Marine Shrimp Farms				
O	4 study reports produced (use of the reports)				
P	Others, if any				

5. Assessment of Coherence:

Main Questions	Secondary/Follow-up Questions
1. In the last 5 years, have you or anyone else from your organization received any training? If yes who provided the training and what was the training about?	1.1 Can you tell us name of the donors who financially supported the trainings?

6. Assessment of Efficiency:

Main Questions	Secondary/Follow-up Questions
1. Do you think the training activities were well coordinated? Were there any gaps in terms of training arrangement and facilitation?	
2. Do you think length of the training period was appropriate?	
3. What else could have been done, in addition to training, to achieve greater impact?	

7. Assessment of Impact:

Main Questions	Secondary/Follow-up Questions
1. Has there been an improvement in the quality of services and resources to stakeholders/services-recipient/customers? If yes, could you explain more?	
2. Are there any other significant changes you have observed that could be attributed to the program?	

8. Assessment of Sustainability:

Main Questions	Secondary/Follow-up Questions
1. Will you continue to apply the knowledge and skills you have learnt from the training in your work without any technical or financial support from donors? What is your plan for that?	
2. Are there any factor that might affect utilization of knowledge and skills in future?	2.1 What kind of additional support (technical, financial) you would need to generate greater impact?

9. Recommendations for Future cooperation:

Do you think there is further need of developing Human resources in your sector? If yes, can you name the areas and specific capacity needs of different stakeholders? According to you how can TICA, JICA or the government of Myanmar contribute to address those needs?

Tool 2: Questionnaire for Program Participants (Disasters Prevention and Management)

1. Respondent Information:

Sector:	
Name of Respondent:	
Gender:	
Organization:	
Position:	
Division/Township/City:	
Email:	
Tel./Mob. #	
Date of Interview:	

Interview Duration (Mins)	
Interviewer:	

2. Training/Activities Participated:

Could you please share with us name of the activities/trainings you participated and when this training/activity was organized?

	Activities/Training	Date
1		
2		

3. Assessment of Relevance:

Main Questions	Secondary/Follow-up Questions
1. What were the major capacity needs you were facing before attending the training in Thailand? And how this lack of capacity affected your work or the work of your organization?	1.2 Was there any assessment to identify the training needs?
2. How did your participation in the training program addressed your or your organization's capacity needs?	

3. Assessment of Effectiveness:

Main Questions	Secondary/Follow-up Questions
1. Do you think the project activities contributed to improve your professional knowledge and skills? If yes, what specific knowledge and skills were improved?	
2. Following the training activities in Thailand, what specific knowledge and skills you have been able to apply in your work? How did you apply it?	

3. Learning from the training in Thailand, have you been able to change or improve anything in your organization? If yes, could you please share? If no, what were the reasons?	
4. Learning from the training, have you been able to establish/change/improve the following in your hotel/restaurant?	

S.No	Expected Changes	Existed Before the Program(Y/N)	Exist After the Program (Y/N)	Changes due to the Program (Y/N)	If existed before, any improvements due to the Program (Y/N)
Hydrology					
A	GIS being applied for Hydro-meteorology				
B	Flood hazard and warning system has been established				
C	Flood risk assessment being conducted by using GIS and RS Technology				
D	Flash flood forecasting and flash flood guidance system established/improved				
E	River flood forecasting model established and followed				
F	Meteorological Modeling being followed Appropriately-Weather Research and Forecasting (WRF) Model, Artificial Neural Network (ANN)				

S.No	Expected Changes	Existed Before the Program(Y/N)	Exist After the Program (Y/N)	Changes due to the Program (Y/N)	If existed before, any improvements due to the Program (Y/N)
	Hydrology				
	Model, Tank Model, Soil and Water Assessment Tool (SWAT) Model				
G	Frequency Analysis being followed				
H	Modeling approach followed in water resources management				
I	Mechanism developed and followed for multi-hazard risk information sharing and application				
	Water Resource Management				
J	Participatory irrigation system promoted/improved in Myanmar				
K	Dam management strategies followed to tackle climate changes				
L	Integrated water resource management promoted/implemented				
M	Environmental assessment for water resource development project being conducted				
N	Rapid appraisal processes being implemented for water management projects				
O	GIS used for identifying potential irrigation areas				

S.No	Expected Changes	Existed Before the Program(Y/N)	Exist After the Program (Y/N)	Changes due to the Program (Y/N)	If existed before, any improvements due to the Program (Y/N)
	Hydrology				
P	Others, if any				

4. Assessment of Coherence:

Main Questions	Secondary/Follow-up Questions
1. In the last 5 years, have you or anyone else from your organization received any training? If yes who provided the training and what was the training about?	1.1 Can you tell us name of the donors who financially supported the trainings?

5. Assessment of Efficiency:

Main Questions	Secondary/Follow-up Questions
1. Do you think the training activities were well coordinated? Were there any gaps in terms of training arrangement and facilitation?	
2. Do you think length of the training period was appropriate?	
3. What else could have been done, in addition to training, to achieve greater impact?	

6. Assessment of Impact:

Main Questions	Secondary/Follow-up Questions
1. Has there been an improvement in the quality of services and resources to stakeholders/services-recipient/customers? If yes, could you explain more?	
2. Are there any other significant changes you have observed that could be attributed to the program?	

7. Assessment of Sustainability:

Main Questions	Secondary/Follow-up Questions
1. Will you continue to apply the knowledge and skills you have learnt from the training in your work without any technical or financial support from donors? What is your plan for that?	
2. Are there any factor that might affect utilization of knowledge and skills in future?	2.1 What kind of additional support (technical, financial) you would need to generate greater impact?

8. Recommendations for Future cooperation:

Do you think there is further need of developing Human resources in your sector? If yes, can you name the areas and specific capacity needs of different stakeholders? According to you how can TICA, JICA or the government of Myanmar contribute to address those needs?

Tool 3: Questionnaire for Program Participants (Foot and Mouth Disease)

1. Respondent Information:

Sector:	
Name of Respondent:	
Gender:	
Organization:	
Position:	
Division/Township/City:	
Email:	
Tel./Mob. #	
Date of Interview:	
Interview Duration (Mins)	
Interviewer:	

2. Training/Activities Participated:
Could you please share with us name of the activities/trainings you participated and when this training/activity was organized?

	Activities/Training	**Date**
1		
2		

3. Assessment of Relevance:

Main Questions	**Secondary/Follow-up Questions**
1. What were the major capacity needs you were facing before attending the training/activity in Thailand? And how this lack of capacity affected your work or the work of your organization?	1.1 Was there any assessment to identify the training needs?
2. How did your participation in the training/activity program addressed your or your organization's capacity needs?	
3. Do you think that the training was appropriate (design) to address your specific needs? If yes, how? If no, what else could have been done?	

4. Assessment of Effectiveness:

Main Questions	**Secondary/Follow-up Questions**
1. Do you think the project activities contributed to improve your professional knowledge and skills? If yes, what specific knowledge and skills were improved?	
2. Following the training activities in Thailand, what specific knowledge and skills you have been able to apply in your work? How did you apply it?	
3. Learning from the training in Thailand, have you been able to change or improve anything in your organization? If yes, could you please share? If no, what were the reasons?	

S.No	Expected Changes/Activities	Existed Before the Program(Y/N)	Exist After the Program (Y/N)	Changes due to the Program (Y/N)	If existed before, any improvements due to the Program (Y/N)
A	Technical collaboration between Thailand and Myanmar enhanced				
B	Network established between Myanmar's LBVD and Thai DLD for cooperation on livestock and FMD control				
C	Livestock and FMD control established in Myanmar				
D	Policy/regulation developed/improved for livestock and FMD control				
E	Others, if any				

5. Assessment of Coherence:

Main Questions	Secondary/Follow-up Questions
1. In the last 5 years, have you or anyone else from your organization received any training? If yes who provided the training and what was the training about?	1.1 Can you tell us name of the donors who financially supported the trainings?

6. Assessment of Efficiency:

Main Questions	Secondary/Follow-up Questions
1. Do you think the training activities were well coordinated? Were there any gaps in terms of training arrangement and facilitation?	
2. Do you think length of the training period was appropriate?	
3. What else could have been done, in addition to training, to achieve greater impact?	

7. Assessment of Impact:

Main Questions	Secondary/Follow-up Questions
1. Has there been an improvement in the quality of services and resources to stakeholders/services-recipient/customers? If yes, could you explain more?	
2. Are there any other significant changes you have observed that could be attributed to the program?	

8. Assessment of Sustainability:

Main Questions	Secondary/Follow-up Questions
1. Will you continue to apply the knowledge and skills you have learnt from the training in your work without any technical or financial support from donors? What is your plan for that?	
2. Are there any factor that might affect utilization of knowledge and skills in future?	2.1 What kind of additional support (technical, financial) you would need to generate greater impact?

9. **Recommendations for Future cooperation:**

Do you think there is further need of developing human resources in your sector? If yes, can you name the areas and specific capacity needs of different stakeholders? According to you how can TICA, JICA or the government of Myanmar contribute to address those needs?

<div align="center">

Tool 4: <u>Questionnaire for Program Participants (Tourism)</u>

</div>

1. **Respondent Information:**

Sector:	
Name of Respondent:	
Gender:	
Organization:	
Position:	
Division/Township/City:	
Email:	
Tel./Mob. #	
Date of Interview:	
Interview Duration (Mins)	

Interviewer:		

2. Training/Activities Participated:

Could you please share with us name of the activities/trainings you participated and when this training/activity was organized?

	Activities/Training	Date
1		
2		

3. Assessment of Relevance:

Main Questions	Secondary/Follow-up Questions
1. What were the major capacity needs you were facing before attending the training in Thailand? And how this lack of capacity affected your work or the work of your organization?	1.2 Was there any assessment to identify the training needs?
2. How did your participation in the training program addressed yours or your organization's capacity needs?	

3. Assessment of Effectiveness:

Main Questions	Secondary/Follow-up Questions
1. Do you think the project activities contributed to improve your professional knowledge and skills? If yes, what specific knowledge and skills were improved?	
2. Following the training activities in Thailand, what specific knowledge and skills you have been able to apply in your work? How did you apply it?	

3.	Learning from the training in Thailand, have you been able to change or improve anything in your organization? If yes, could you please share? If no, what were the reasons?	
4.	Learning from the training, have you been able to establish/change/improve the following in your hotel/restaurant?	

S.No	Expected Changes	Existed Before the Program(Y/N)	Exist After the Program (Y/N)	Changes due to the Program (Y/N)	If existed before, any improvements due to the Program (Y/N)
	Front Office Management				
A	Improved inspection practices				
B	SoPs for guest service cycle developed and implemented				
C	Roles and responsibilities of Front Office specified				
D	Central reservation system being followed				
E	Developed and following cancellation policy				
F	Providing trip advising service				
G	Guest service management is in place				
H	Set up a system for baggage storage handling				
I	Duties of a concierge specified				
J	Customer complaint handling mechanism established				
K	Night audit system established				

S.No	Expected Changes	Existed Before the Program(Y/N)	Exist After the Program (Y/N)	Changes due to the Program (Y/N)	If existed before, any improvements due to the Program (Y/N)
L	Guest satisfaction surveys				
M	Established a system for maintaining guest data and Segmentation				
N	Mechanism for rate structure (seasonal, occupancy)				
O	Conducts sales forecasting				
P	Use of technology in hotel (property, point of sale, keycard, accounting)				
Restaurant Services					
Q	Practice for Mis-en place established				
R	Processes for menu setting in place				
S	Sequence of restaurant services established				
T	Practice for wine and beverage service followed				
U	Practice for room service established				
V	Practice for catering & banqueting functions in place				
W	SOPs for basic hygiene and handling perishable foods safely developed				
X	Restaurant design/setting improved				
Y	Menu Planning in the restaurant introduced				

S.No	Expected Changes	Existed Before the Program(Y/N)	Exist After the Program (Y/N)	Changes due to the Program (Y/N)	If existed before, any improvements due to the Program (Y/N)
Z	Developed and implemented a system for budget and cost control				
AA	Quality supervision has been established				
Sustainable Tourism Development					
AB	Standards for tourism products and services developed by the Govt				
AC	Tourism development plan developed				
AD	Role of private sector in tourism promoted				
AE	Plan/strategy for management of cultural heritage developed/improved				
AF	Established/enhanced Special tourism zones				
AG	Others, if any				

4. Assessment of Coherence:

Main Questions	Secondary/Follow-up Questions
1. In the last 5 years, have you or anyone else from your organization received any training? If yes who provided the training and what was the training about?	1.1 Can you tell us name of the donors who financially supported the trainings?

5. Assessment of Efficiency:

Main Questions	Secondary/Follow-up Questions
1. Do you think the training activities were well coordinated? Were there any gaps in terms of training arrangement and facilitation?	
2. Do you think length of the training period was appropriate?	
3. What else could have been done, in addition to training, to achieve greater impact?	

6. Assessment of Impact:

Main Questions	Secondary/Follow-up Questions
3. Has there been an improvement in the quality of services and resources to stakeholders/services-recipient/customers? If yes, could you explain more?	
4. Are there any other significant changes you have observed that could be attributed to the program?	

7. Assessment of Sustainability:

Main Questions	Secondary/Follow-up Questions
1. Will you continue to apply the knowledge and skills you have learnt from the training in your work without any technical or financial support from donors? What is your plan for that?	
2. Are there any factor that might affect utilization of knowledge and skills in future?	2.1 What kind of additional support (technical, financial) you would need to generate greater impact?

8. **Recommendations for Future cooperation:**

Do you think there is further need of developing Human resources in your sector? If yes, can you name the areas and specific capacity needs of different stakeholders? According to you how can TICA, JICA or the government of Myanmar contribute to address those needs?

Tool 5: Questionnaire for Thai Implementing Agencies

1. **Respondent Background Information:**

a. Name of Respondent:	
b. Gender:	
c. Position:	
d. Name of Organization:	
e. City, Country	
f. Email:	
g. Tel./Mob. #	
h. Date of Interview:	
i. Interview Duration (Mins)	
j. Name of Interviewer:	

2. Project and Training

a. Project Name/Sector	
b. Trainings/Activities Organized	

3. Training Identification and Implementation

Could you please briefly share with us about the training identification and implementation process and your cooperation with TICA and JICA during this project?

4. Assessment of Relevance:

Main Questions	Secondary/Follow-up Questions
1. What specific capacity needs of the participants the training intended to were address?	1.1. 1.1 How were the needs of the participants/sector identified? Did you conduct any TNA?
2. Do you think the participants were relevant to the training? How were the participants selected for the training?	2.1. Were there any criteria to select the participants?

5. Assessment of Effectiveness:

Main Questions	Secondary/Follow-up Questions
1. Do you think the training was successful in achieving its intended objectives? If yes, what specific objectives have been achieved?	
2. What other results the project contributed to achieve?	

Main Questions	Secondary/Follow-up Questions
3. What mechanism was in place to monitor and evaluate the performance of the participants?	3.1 Do you have any pre-post assessment of the participants?
4. Were participants facilitated to develop action plans for utilization of Knowledge and skills, following the training?	4.1 What was the mechanism to assist the participants for utilization of knowledge and skills learnt from the capacity building interventions? 4.2 According to you what were the barriers for utilization of knowledge and skills learnt from the training?
5. What objectives could not be achieved? And what were the reasons for that?	
6. According to you, what were the shortcomings/weakness of the training? How it could be improved?	

6. Assessment of Efficiency:

Main Questions	Secondary/Follow-up Questions
1. Was the training activity implemented as planned and on time?	
2. What was the coordination mechanism with the TICA/JICA and participants? How well it worked? Were there any barriers?	
3. Were there any barriers in terms of communication with participants during the training?	
4. Do you think the training could have been organized in a different way to make it more effective?	4.1 What other activities you would suggest in addition to training?

7. Assessment of Impact:

Main Questions	Secondary/Follow-up Questions

1. According to you, what are the most significant achievements or results that could be attributed to the capacity building interventions implemented under the triangular cooperation framework?	1.1 Do you have any information, stories or testimonials?

8. Assessment of Sustainability:

Main Questions	Secondary/Follow-up Questions
1. Do you think that the results achieved from the projects are likely to be sustainable?	
2. Do you think any areas of interventions might not be sustainable? What are the lessons learnt from such areas?	

Tool 6: Questionnaire for Triangular Cooperation Partners (TICA, JICA, FERD)

1. Background Information:

Name:	
Gender:	
Name of Organization:	
Position:	
City, Country	
Email:	
Tel./Mob. #	

Date of Interview:	
Interview Duration (Mins)	
Name of Interviewer:	

2. Role in the Program and Tri-angular Cooperation:

2.1 Could you please share with us what is/was your role in the Triangular cooperation program between Japan-Thailand-Myanmar and what tasks you performed in the activities organized under the cooperation framework?

2.2 Could you please briefly explain the cooperation process adopted between the three countries? How the program activities were identified, negotiated, formulated and implemented? Were there any written guidelines in this regard?

3. Assessment of Relevance:

Main Questions	Secondary/Follow-up Questions
1. Could you please briefly explain that how this program was aligned the vision/policy/plan of your government?	
2. In your opinion, were the planned activities appropriate/relevant to the intended objectives of the program? If yes, how would the program contribute to narrowing development gap of Myanmar with other ASEAN countries?	

4. Assessment of Effectiveness:

Main Questions	Secondary/Follow-up Questions

1. Did the program have any implementation plan?	
2. Were the interventions of the program implemented according to the plan? If not, why not? What was done about it?	
3. What was the mechanism to assist the participants for utilization of knowledge and skills learnt from the capacity building interventions?	
4. What mechanism was in place to monitor and evaluate the performance of the program?	
5. According to you, what were the shortcomings/weakness of the program?	

5. Assessment of Coherence:

Main Questions	Secondary/Follow-up Questions
1. Are Thailand or Japan implementing other programs/programs in Myanmar? If yes could you please share briefly about them?	
2. To what extent does this program complement ongoing/completed interventions of TICA/JICA?	
3. Are there interventions being implemented in the targeted sector by other donor agencies or other countries? To what extent does this program complement/align with those interventions?	3.1 Was there any consultation with other donor countries/organizations while planning and implementing this program?
4. What is your plan to make the interventions in future more coherent with other ongoing interventions of TICA/JICA and other countries?	

6. Assessment of Efficiency:

Main Questions	Secondary/Follow-up Questions
1. Were the program activities implemented as planned?	

2. Were the program activities implemented within the allocated budget?	2.1 Do you think the budget allocated for the program activities was adequate? How well the program finances were managed? 2.2 what was the average cost per participant, taking all the activities into consideration? (share total expenses)
3. Considering different stakeholders involved in the program, how well the program was coordinated? What was the coordination mechanism?	
4. Were there any barriers in terms of communication and coordination with participants and resource persons?	
5. Do you think the same program activities could have been implemented in more economical and effective ways?	5.1 Do you think the program activities were sufficient to achieve the intended objectives?
6. Do you think there could have been other approaches more efficient compared to program's current approach to achieve the intended objectives? If yes, what are those approaches? How they could be more efficient?	6.1 If you were allowed to change a few things, what would you change?
7. What were the main challenges TICA/JICA faced in the program implementation? How did you address the challenges?	

7. Assessment of Communication Strategy

Main Questions	Secondary/Follow-up Questions
1. What was communication strategy to promote the program in Japan, Thailand and Myanmar?	1.1 Could you please share links to newspaper articles/TV shows or any other materials?

8. Assessment of Impact:

Main Questions	Secondary/Follow-up Questions
1. According to you, what are the most significant achievements or results that could be attributed to the program?	1.1 Do you have any information, stories or testimonials?
2. Do you think the benefits of this program will pass on to the local communities and other private sector agencies involved in the sectors? If yes, in what ways? If no, why?	
3. Are there any political, economic, environmental, technological factors which could have affected achievement of program objectives?	

9. Assessment of Sustainability:

Main Questions	Secondary/Follow-up Questions
1. Do you think all the results of the program will sustain after the program ends? What factors might influence the sustainability of the results?	
2. Do you think that partner agencies and other stakeholders in Myanmar have the capacities (financial and technical) to work on their own?	
3. Does TICA/JICA has a plan to provide further support for the development of the sector in Myanmar? If yes, could you please share briefly about the plans?	
4. Do you think any areas of interventions might not be sustainable? What are the lessons learnt from such areas?	

10. Assessment of Triangular Cooperation Process:

1. What was the dollar value of contribution (in-kind, staff time etc.) from your organization?
2. What was the mechanism of administering funds and resources for activities under the Triangular cooperation?
3. Can you briefly share that what expertise was brought in by each partner in this cooperation?
4. How many joint meetings were organized during the cooperation program?
5. Do you feel that there was a system in place to learn from each other in the Triangular cooperation? Could you please share a few examples of significant learning from each partner?
6. Looking back, what was the most valuable experience for you in learning from the others?
7. Learning from your partners, have you made any changes in the way your institution works? If yes, could you share some examples?
8. How flexible were the partners to cover for each other in case of critical situations? Can you share some examples?
9. Learning from the experience, has your organization changed or improved internal rules and regulations regarding international development cooperation?
10. Did the program lead to technology transfer or adaption of new technology or practices? (aquaculture, FMD)
11. Were there any challenges in terms of the following areas and how they were dealt with?
• Equal partnership in terms of cost sharing and decision making
• Harmonization of program cycle and unification of data and reporting formats
12. What are your suggestions to improve the Triangular Cooperation with the partners in future?

Tool 7: Online Survey Questionnaire for Triangular Cooperation Partners

1. **Please rate the following aspects of Triangular Cooperation among Thailand-Japan-Myanmar**

S.No	Question	Rating Scale (1-10)
1	We feel being valued in this triangular cooperation partnership	
2	I trust the advises provided by other partners	
3	I will adapt the mechanism of development cooperation in future based on the program experiences	
4	I trust other partners with administering joint-funds	
5	I feel that I am learning from the other partners in this cooperation	
6	I feel I can influence the triangular cooperation processes	
7	I feel that the partners fulfilled their responsibilities under the program as per agreement	

Tool 8: Online Survey Questionnaire for Program Participants

1. **Background Information:**

Name:	
Gender:	
Name of Organization:	

Position:	
Type of Organization:	a. Public b. Private

2. **Please Indicate your relevant sector in which you attended the activities under the TICA/JICA Triangular Cooperation Program for Myanmar?**

Sectors
a.   Aquaculture (Fish and Shrimp)
b.   Tourism (Hotels and Restaurants)
c.   Livestock (Mouth and Foot Disease)
d.   Disaster Prevention and Management (Hydrology)

3. **Please rate the following aspects of each training you attended**

	Very Poor	**Poor**	**Fair**	**Good**	**Excellent**	**NA**
Knowledge and skills of Resource Person						
Contents of the Training						
Training Methods						
Training logistics arrangements (transport, accommodation, meal)						
Assistance offered after the training						
Timing/Schedule of the training period						
Length of the training period						

4. To what extent you found the training to be relevant to your professional work?

Not relevant at all	Slightly relevant	Moderately relevant	highly relevant	Extremely relevant

5. To what extent the training improved your knowledge and skills?

Not Improved at all	Slightly Improved	Moderately Improved	highly Improved	Extremely Improved

6. **Application of Knowledge and Skills**

6.1. Have you been able to apply the knowledge and skills learnt from the training courses in your work? (Yes, No)

6.2. Please indicate how frequently you have applied the knowledge/skills to your work?

Rarely	Occasionally	Often	Frequently

6.3. How have you applied the gained knowledge and skills? (you can choose more than one applicable option)

- Sharing with colleagues
- Using in better decision making
- Developing new products or services
- Developing new strategies, ways of works

- Encouraging manager/superiors to make change in somethings based on learning from the training
- Any other

6.3.1. Could you please share some examples for the options marked above?

7. **Organizational/ System-level Changes:**

a. In your opinion, which of the following effects has the training program had on your organization? (you can choose more than one option)
- Greater productivity
- Better staff performance
- New strategies implemented
- New regulations or standards developed
- Greater professional network within the country
- Increased in number of customers
- Better feedback from customers
- Better Service delivery
- New Products or
- Any Other

7.1.1. Could you please share some examples for the options marked above?

b. Were your able to establish networks with the parallel organizations in Thailand as a result of visits to Thailand? (Yes, No) If yes could you please name of the organizations?

8. Influencing factors:

8.1   Which of the following factors *enabled* you to apply knowledge/skills from the training (you can choose more than one option)?
- Opportunity to apply knowledge/skills
- Importance of knowledge/skills to my job success
- Support received from my supervisor
- Support received from colleagues/peers
- Confidence to apply knowledge/skills
- Action planning in the training facilitated transfer and application of knowledge/skills
- Systems and processes supported the use of knowledge/skills
- Availability of Budget
- Other, please specify

8.2 Which of the following factors discouraged you from applying knowledge/skills from the event (you can choose more than one option)?

- No opportunity to apply knowledge or skills
- Knowledge/skills not important to my job success
- Lack of supervisor support
- Lack of support from colleagues/peers
- Lack of confidence to apply knowledge/skills
- Insufficient knowledge/skills to be applied
- Lack of time
- Application of knowledge and skills not supported by systems and processes
- Lack of budget
- Other, please specify

9.   Do you have any comments/suggestions/recommendations to improve training in future?

10. Opinions about Japan and Thailand

10.1 Have you participated in any project/training funded by Japan or Thailand before this program? (Yes, No)

10.2   Please rate the quality of assistance provided by Thailand and Japan to Myanmar

Very Poor	Poor	Fair	Good	Excellent

10.3 To what extent your participation in the training program improved your opinion of Japan and Thailand?

Not Improved at all	Slightly Improved	Moderately Improved	highly Improved	Extremely Improved

Annex 9. Pictures from In-depth Interviews and Group Discussions
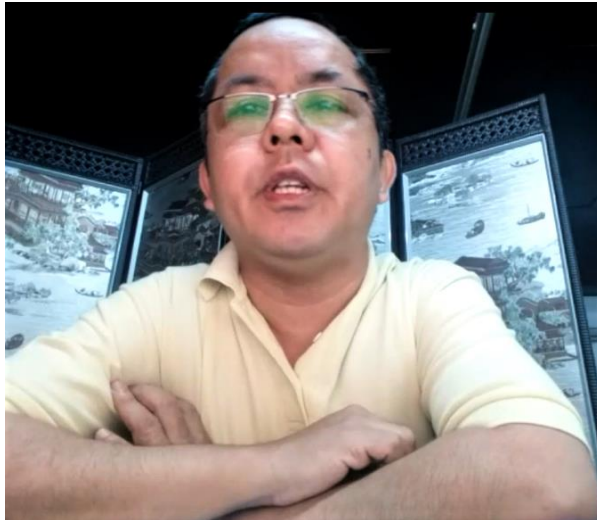

Picture 1. Interview with TICA

Picture 2 Interview with JICA Thailand
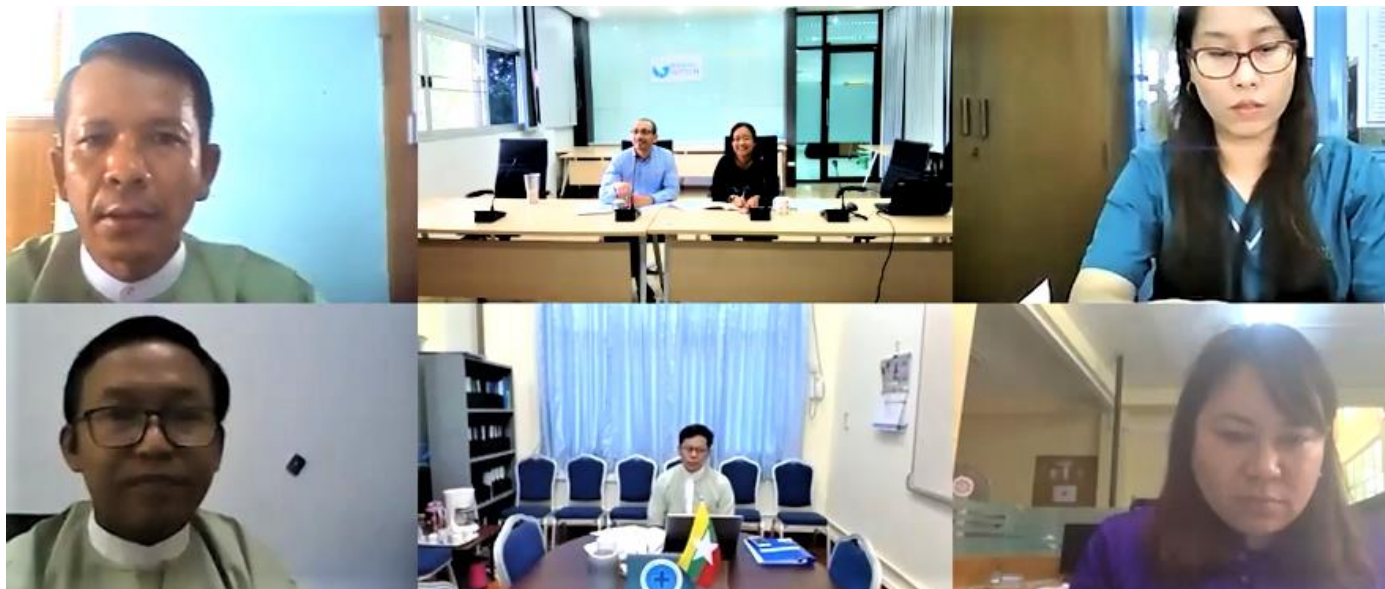
Picture 3 Interview with FERD, Myanmar

Picture 5 JICA Myanmar

Picture 4 JICA Myanmar

Picture 6 Group Discussion with Program Participants and Govt. Officials from Aquaculture Sector

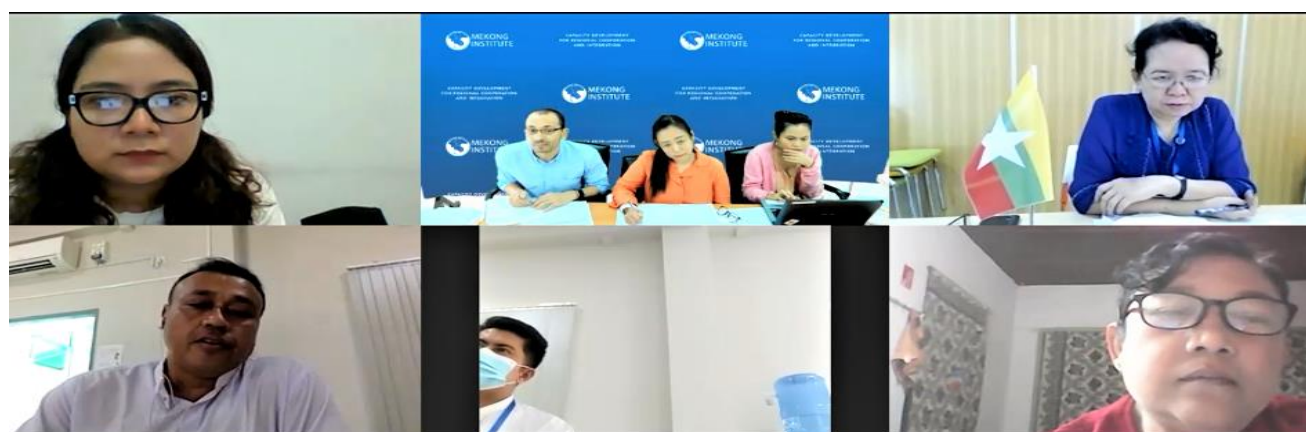*Picture 7 Group Discussion with Program Participants and Govt. Officials from FMD Sector*

Picture 8 Interview with Participant from Disaster Prevention & Management Sector

Picture 9 Program Participants from Irrigation (Disaster Prevention and Management)

Picture 10 Program Participants from Hydrology (Disaster Prevention & Management)

Picture 11 Program Participants and Govt Representatives from Tourism Sector